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# *INDIAN EDUCATION*

## *PAPER* ● **PHASE 1**



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# *INDIAN EDUCATION*

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## *PAPER* ● **PHASE 1**

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# INDIAN EDUCATION

## PAPER

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## INDIAN EDUCATION PAPER

### I. OBJECT

This paper presents the results of a recently completed internal assessment of education policy and provides the focal point for bilateral Federal-Indian consultations aimed at resolving current outstanding problems with the Education Program. Specifically the paper:

- sets out the policy on education and the implicit guiding principles which have given meaning to the policy in recent years;
- identifies the current problems faced by the Education Program and relates these to the implicit guiding principles;
- proposes modifications to the implicit guiding principles considered necessary for a coherent and consistent policy on education; and
- presents a preliminary Phase II work plan which sketches out the major tasks required to resolve the problems and make the guiding principles operational.

### II. DECISIONS REQUESTED

The decisions requested of DMC are:

1. Approval of the modified guiding principles underlying the Department's policy on education; and
2. Approval of the direction set out in the preliminary work plan for Phase II.

### III. STRUCTURE OF THE PAPER

The paper first provides a summary statement of the problems. This statement is a useful central point of reference for the reader's appreciation of the individual content areas of the paper.

Under the heading of POLICY, the paper then sets out the current policy on education and tracks the evolution of this policy. The need to revise these policy boundaries or limitations will become evident in the later sections of the paper.

The BACKGROUND section is largely descriptive, providing an overview of the federal jurisdiction and authorities for Indian education and an outline of the current education programs of Indian Affairs. In addition, this section provides a summary assessment of the Education Program.

The PROBLEM ANALYSIS section then groups and discusses the identified current problems under four categories of existing implicit guiding principles and identifies recommended additions to these guiding principles:

- . QUALITY OF EDUCATION
- . INDIAN CONTROL
- . EDUCATION MANAGEMENT FRAMEWORK
- . FUNDING

While the range of problems is broad, the analysis provides the basis for proposed solutions. These are modifications of the guiding principles and a preliminary Phase II work plan to resolve the problems and make the guiding principles operational.

#### IV. SUMMARY STATEMENT OF THE PROBLEMS

The Department adopted its current policy on Indian education in 1973. This policy emphasized both the need to improve the quality of Indian education and the desirability of devolving control of education to Indian society. The problems which now face Indian education were all either existing in 1973 or can be traced back to inadequate policy definition and inadequate devolution preparation and procedures. In summary, the problems are:

##### QUALITY OF EDUCATION

- . federal capacity in areas such as curriculum development, student and teacher support and monitoring of education standards was reduced as a result of the transfer of programs to bands.

- . Indian education organizations were not supported or developed to assume the functions associated with provision of quality education.

#### INDIAN CONTROL

- . "Indian control" was not defined.
- . Control was often transferred without an adequate preparatory process.
- . Deficiencies in the federal school system were not eliminated prior to transfer of control to Indian organizations.

#### EDUCATION MANAGEMENT FRAMEWORK

- . The education management framework both in the Indian and the federal school systems is inadequate when assessed against generally accepted management principles and is significantly inferior to provincial structures.

#### FUNDING

- . Implementation of the 1973 policy was approved on the basis that it would not result in incremental costs.
- . Funding of Indian and federal schools is inferior to provincial funding levels, and this, despite the relatively greater costs of meeting the special demographic, social and economic circumstances of most Indian communities.

### V. POLICY

#### 1.0 STATEMENT OF POLICY

The education policy of the Department of Indian Affairs and Northern Development, adopted in 1973 and in keeping with its mandate and the expressed wishes of Indian people, is to support Indian people in ensuring their cultural continuity and development by providing Indian youth with the knowledge, attitudes and life skills necessary to become self-sufficient and contributing members of society.

Accordingly, the Department funds and delivers education programs to Indian youth both directly through federal schools and indirectly through Band-operated and provincial schools. With the realization of the inherent desirability of parental responsibility and local control, the Department encourages Indian control of Indian education.

The Department's education policy must be viewed in the greater context of the overall policy of supporting the emergence of local government in the Indian community.

The Indian perspective, the goals of which were approved by the Department, on this policy is summarized in extracts from the National Indian Brotherhood policy paper entitled "Indian Control of Indian Education". (Annex A.)

The education mandate of the Department is discussed under the heading of "jurisdiction and authorities" in the "Background" section of this paper.

#### 1.1. Departmental Objectives

The departmental objective is to:

##### ENSURE QUALITY EDUCATION THROUGH INDIAN CONTROL

- by establishing operational policies consistent with the principles of Indian control and ministerial accountability for the expenditure of funds and the results achieved;

#### 1.2 Policy Objectives

- 1.2.1 As a preparation for a full life, Indian education is intended to develop in the child a strong sense of identity, a pride in his heritage and feelings of self-worth.

- 1.2.2 The program aims at providing Indian children with a full and appropriate range of educational services to enable them to develop academic and vocational skills and to encourage their personal, social and cultural growth to its maximum potential.
- 1.2.3 Create a framework for Indians to seek their own goals recognizing they cannot be set by others, but must spring from the community.
- 1.2.4 Build a partnership to achieve a better goal through consultation, negotiation, and cooperation.
- 1.2.5 Role of dependence be replaced by role of equal status, opportunity and responsibility.

### 1.3 Goals

- 1.3.1 To improve learning situations at all levels in order that Indian students remain in and benefit from formal education systems to the full extent of their ability.
- 1.3.2 To increase the number of Indian graduates who are able to gain immediate employment and develop life-long work/career patterns.
- 1.3.3 To increase the number of Indian graduates whose skills are compatible with the human resource development needs of their communities.
- 1.3.4 To increase the capacity of Indian authorities for designing, administering, and delivering educational services for their children.
- 1.3.5 To increase the number of schools which provide special programming to meet the education needs of Indians including, where desired, the recognition of a school year which reflects the lifestyles and seasonal cycles of Indian communities.

- 1.3.6 To support the increase of Indian communities represented on the boards of provincial education authorities.

## 2.0 EVOLUTION OF POLICY

Following World War II, raised public consciousness of human rights and race relations, as well as representations from Indian people, caused the Department to change its education policy. The new policy represented a departure from segregated education and it became the Department's objective to integrate Indian students into provincial schools by means of agreements with provincial authorities. Pursuing this direction, the Hawthorn Report of 1967 encouraged the Government to propose, in the 1969 White Paper, the elimination of all constitutional and legislative bases of discrimination against Indians. A detailed discussion of historical trends is given in Annex C.

Fearing loss of their rights and describing Indian education as having distinctive characteristics, the now politicized Indian community demanded a withdrawal of the policy proposed in the 1969 White Paper. The ensuing Federal/National Indian Brotherhood dialogue culminated in 1972 with the presentation to Government of the Brotherhood's position paper "Indian Control of Indian Education". The acceptance by the Federal Government of the basic goals expressed in the paper constituted the current Departmental education policy.

Acceptance of this new educational philosophy was proclaimed on June 23, 1972 by the Honourable Jean Chrétien, Minister of DIAND, in his speech to the Council of Ministers of Education. A full transcript of this speech is provided in Annex D. The comments in the Minister's speech as well as the contents of the National Indian Brotherhood's 1972 position paper served as major reference points in the evolution of the current implicit guiding principles.

Although bilateral agreement was achieved in the adoption of the 1973 policy, adequate policy definition, devolution preparation and procedures were not developed. As a result, a considerable gap was formed between expectations and reality.

In 1976, in reaction to this gap, the Indian people sought to legalize and stabilize their position by proposing revisions to the education sections of the Indian Act which would give them control over the education of their children. In its response to this initiative, the Department agreed with the objectives of the Indian people and communicated a formal response on the practicality and feasibility of the proposed changes before the process was interrupted.

Attempts to bridge the gap between expectation and reality were also made by the Department through the mid 1970's. A series of education policy circulars was prepared in an attempt to explain policies, establish program standards, describe implementation procedures and set funding limits. However, strong pressures from Indian political organizations citing a lack of bilateral consultation forced the Department to abandon this attempt at establishing management directives. Although a second attempt in 1978 included consultation it met the same fate.

A more detailed discussion of the evolution of the Department's educational policy is contained in Annex B.

## VI. BACKGROUND

### 1.0 JURISDICTION AND AUTHORITIES

The constitutional basis of the federal government's special relationship with Indians stems from Section 91 of the British North America Act which, inter alia, assigns exclusive authority to the Parliament of Canada to legislate with respect to "Indians and lands reserved for the Indians". The same act assigns responsibility for education to the provinces.

Canada has chosen to legislate with respect to the schooling of registered Indian children. The Indian Act, in Sections 114 to 123 inclusive, empowers the Minister of Indian Affairs and Northern Development to operate schools and also to enter into agreements with provincial governments, Territorial Commissioners, school boards and religious and charitable organizations for the education of registered Indian

children, from ages six to seventeen inclusive, living on reserves or Crown land. In the case of Indians living off reserves, the Minister's authority to provide the educational services outlined in Sections 114 to 123 inclusive of the Indian Act is restricted by Section 4(3) of that same Act which states:

"Sections 114 to 123 ... do not apply to or in respect of any Indian who does not ordinarily reside on a reserve or on lands belonging to Her Majesty in right of Canada or a province."

Under various Treasury Board authorities, a wide range of educational and student support services may be extended to Indians from pre-kindergarten to post-school programs. The Department is also authorized to fund cultural/educational centres, Indian political associations' education offices and local Indian education authorities. Under contribution arrangements, band and district councils may assume responsibility for any education capital or operations and maintenance programs approved in departmental estimates. A list of such authorities is appended in Annex E.

Since funds expended on educational services to Indians are within the realm of public accountability, the general framework under which that accountability is exercised stems from the Financial Administration Act. This accountability applies to the Minister directly or to a band council where it assumes responsibility for delivering programs under Treasury Board authorized contribution arrangements.

Indians have placed great importance on the Treaties in the policy document. They have not been overlooked but since these are being dealt with in other forums no attempt has been made to use the Treaties for argumentation in this paper.

## 2.0 CURRENT PROGRAMS

The Department is responsible for five programs, each of which is described briefly hereunder:

## 2.1 Federally-Operated Schools

The Federal Schools Program aims at providing education services similar to those provided by the provincial school authorities. These include transportation, books and supplies, and special services such as curriculum enrichment based on Indian culture, native language programs and native teacher-aides in primary and kindergarten classrooms.

Other services are provided depending on the preferences of individual bands and available funding. These include funding of school committees and curriculum committees, student allowances, and special curriculum material development projects. These services are provided for Indian students in grades kindergarten to high school completion. Considerable differences exist between regions with respect to funding levels for these non-basic programs. 31.3% of Indian children attend federal schools.

Data Base information for 1981/82 indicates:

### Federal Schools

Projected O&M Expenditures <u>1981/82</u>	Student Units <u>1981/82</u>	Estimated Unit <u>Costs</u>
\$73.7 million**	22,930*	\$3,215

\*Kindergarten students count as half units.

\*\*Cost of Departmental personnel, engineering and architectural services not included.

Staff

	<u>79/80</u>	<u>80/81</u>
Administration	201	194
Professional & Paraprofessional	1,491	1,409
Support	150	134
Student Support & residences	<u>522</u>	<u>462</u>
	<u>2,364</u>	<u>2,199</u>

2.2 Band-Operated Schools

Under departmental contribution arrangements, Indian band councils or local education authorities may opt to administer all or parts of their education program. Band schools offer provincial-type programs, enriched with culturally relevant courses designed to meet the special needs of Indian learners (from kindergarten to high school completion). The band authority may offer a complete range of services including the construction and maintenance of facilities, various student support services and Post-School Programs.

Band School Programs are characterized by the greater use of community, human and other resources in the delivery of programs, including the participation of Indian elders and the teaching of traditional skills. At the present time because of the scale of their operations, band schools are not able to provide many of the central office services normal in provincial school divisions. To overcome this, some bands are opting to join together to form larger units.

14.8% of Indian children attend band-controlled schools.

Data Base Information

<u>Projected O&amp;M Expenditures 1981/82</u>	<u>Student Units 1981/82</u>	<u>Estimated Unit Costs</u>
\$36.5 million	10,860	\$3,360

Band Control of Education O&M Expenditures

	<u>1979/80</u>	<u>1980/81</u>
Elementary/Secondary	51%	51%
Student Support Services	39%	50%

Band Employed Staff

	<u>1979/80</u>	<u>1980/81</u>
Administration	109	134
Professional & Paraprofessional	900	1,056
Support	375	444
Student Support & Residences	<u>407</u>	<u>442</u>
	<u>1,791</u>	<u>2,076</u>

2.3 Schools Under Provincial Jurisdiction

The majority of Indian children (53% in 1980-81) are enrolled in provincial and private schools. The schools may offer, in addition to the regular provincial programs, special options which are relevant to Indian culture. Most provincial jurisdictions take the position that the funding of special programs for Indian children is the responsibility of the federal government and is additional to a normal tuition fee. Enriched programs involve native language instruction,

native cultural studies and the employment of native specialists. Tuition agreements between the Department and provincial and private school authorities, with the participation to varying degrees of Indian people, provide for sharing the operating costs on a per capita basis. Except for the Provinces of New Brunswick, Manitoba and British Columbia, where there are general (or master) tuition agreements, contractual arrangements are with local school boards. Under joint capital agreements, the cost of construction of school accommodation is shared, again on a per capita basis.

In many cases, students cannot commute to high schools from their homes and have to board in urban centres. Problems in adapting to large schools and non-Indian homes can be stressful for students.

#### Data Base Information

<u>Projected O&amp;M Expenditures 1981/82</u>	<u>Student Units 1981/82</u>	<u>Estimated Unit Costs</u>
\$145.1 million	39,490	\$3,675

In 80/81 Bands controlled 26% of the tuition fee payments made to Provincial authorities.

#### TOTAL IN-SCHOOL EXPENDITURES

Current program expenditures, excluding capital expenditures, are estimated as follows:

	<u>Projected O&amp;M Expenditures (1981/82)</u>	<u>Student Units (1981/82)</u>	<u>Estimated Unit Costs</u>
Federal	\$ 73.7 million	22,930	\$ 3,215
Band operated	36.5 million	10,860	3,360
Non-Federal	<u>145.1 million</u>	<u>39,490</u>	<u>3,675</u>
TOTAL	<u>\$255.3 million</u>	<u>73,280</u>	

## 2.4 Post-School Education

The major component of the post-school program is the Post-Secondary Education Assistance Program which is designed to encourage Indians and Inuit to acquire university and professional qualifications so that they may become economically self-sufficient. Financial assistance is provided to Indians and Inuit who are qualified and/or have been accepted by accredited universities, colleges, CEGEPs, etc., into programs or courses which normally require completion of secondary education as a minimum academic entrance requirement.

In accordance with DMC direction, the Post-School Program in general is currently under review and will be the subject of a separate paper.

In 1980-81, bands controlled 46% of the post-secondary budget.

## 2.5 Cultural/Educational Centres

This program provides financial and other supportive assistance to enable Indian and Inuit people to establish and operate cultural/educational centres, in their endeavour to make the process of education more relevant to their perceived needs. These centres develop and offer programs of an educational nature based on Indian/Inuit language, culture and heritage, and which are designed and implemented by the Indian/Inuit people themselves.

Currently the Education Directorate funds 61 cultural/educational centres at an annual cost of \$6.2 M.

During the current financial year, the Department is funding the operations of the National Office for the Development of Indian Cultural Education, a body which replaced the former National Steering Committee of the Cultural/Educational Centres Program. The new organization has contracted to

develop, by the end of 1981, a paper outlining options for the management of the program by Indian people with effect from April 1982.

Following any broad agreement in principle concerning approaches to Indian management of the Cultural/Educational Centres Program, the terms and conditions of a formal agreement would be drafted to include provisions for the accountability of the new management to Indian people and the Department.

### 3.0 SOME INDICATORS OF PROGRESS

Significant progress has been made in increasing Indian involvement in all aspects of education. In 1970, about 200 Indian school committees had some, generally minor, responsibility for education programming. However, by 1980:

- three Indian or Inuit school boards have been created under provincial law: the Nishgas of B.C. and the Cree and Kativik School Boards of Northern Quebec;
- 450 of the 573 bands are administering all or parts of their programs;
- there are 137 band-operated on-reserve schools;
- band-administered O & M education budgets (including post-secondary and student residences) have grown to almost \$110 million (from \$7 million in 1973-74);
- the percentage of Indian administrators and teachers in federal schools has grown to 30 percent.

Progress has also been made in increasing participation rates of Indian students at all levels of education. For instance:

- the number of on-reserve schools offering one or more high school grades rose from 0 to 80 in the last ten years;
- the 80 schools now accommodate about 2,500 high school students; and
- ten years ago only 13.4 percent (9,614 out of 71,817) of the Indian school population was at the high school level as compared to 19.2 percent today (14,070 out of 73,280).

Progress is also evident in the area of support for Indian cultural development in the schools. Indicators include:

- In 1980-81, 65 percent of federal schools, 19 percent of provincial and 34 percent of band operated had native languages as part of the curriculum, involving over 32,000 Indian children out of a total of 73,280;
- sixty-one Indian-managed cultural/educational centres are currently in operation; and
- an Indian Committee is now studying ways and means of possibly transferring the central management and administration of this program to an Indian authority.

Further, the Department has established national standards in the areas of

- school construction;
- the pupil-teacher ratio; and
- the Post-Secondary Assistance Program.

#### Summary Assessment

It is evident today that the failure to establish guiding principles and develop operational guidelines has impeded the development of Indian education and restricted implementation of the Department's policy.

Despite these impediments, 450 of the 573 Bands now do administer all or part of their education programs and, as a result, have developed a better understanding of the education process and of the issues. In fact there are now 137 band-operated on-Reserve schools.

Many individual initiatives are proving successful. In fact a composite of the best features of the various schools would provide a model for Indian education.

## VII. PROBLEM ANALYSIS

For purposes of this paper, guiding principles are defined as policy boundaries or limitations which serve to give meaning to the policy on education. Generally, guiding principles are explicitly spelled out in order to eliminate possible confusion surrounding the scope or intent of a policy.

The Department's administration of Indian education since 1973 has been underpinned by certain guiding principles which, although not formally articulated, constitute a recognized basis for program development and delivery. These principles derive primarily from the stated aspirations of Indian people and are consistent with cross-cultural educational theory and more universal philosophies of education subscribed to in Canadian jurisdictions.

Indian education is one of the most sensitive points of interface in the Government/Indian relationship. The issues which arise in Indian education stem from a variety of sources. Some arise from differing perceptions of the respective rights and obligations of the Department, Indian education authorities and provincial jurisdictions. Other issues arise as a result of the time lag between changes in Indian society and changes in the nature of their educational services.

The major problems which have faced the Department in recent years are related primarily to quality of education, the concept of local control, the education management framework and funding.

## 1.0 QUALITY OF INDIAN EDUCATION

The guiding principles related to quality of education concerns have been considered to be:

INDIAN EDUCATION STRENGTHENS THE LEARNER'S CULTURAL IDENTITY.

INDIAN EDUCATION EQUIPS STUDENTS WITH THE RECOGNIZED BASIC LEARNING SKILLS.

A FUNDAMENTAL AIM OF EDUCATION FOR INDIANS IS THE REALIZATION OF EACH INDIVIDUAL'S POTENTIAL.

Whether formally articulated or not the above principles reflect the Indian community's intentions as well as Departmental objectives for Indian education quality. The issues which have risen since 1973 may be traced to the disparities which have developed between Departmental statements of intent and the actions which have, or have not, been initiated to achieve these goals.

### 1.1 Analysis of Issues

The problem with respect to the quality of Indian education programs is in large part related to jurisdiction. Provinces zealously guard their constitutional rights in education and the Department and band authorities generally have very limited influence on the provincial authorities from whom services are purchased. In the federal/Indian band relationship, the Department's role in ensuring education program quality has not been defined, or operationalized in terms of monitoring and evaluating procedures for Indian-managed systems.

Formal and informal evaluations of the federally-operated and band-operated school systems indicate that they are generally less supportive of student learning than provincial school systems. Lower standards are indicated in the areas of both programs and facilities. Additionally federal and band school systems do not have the support of modern management processes and frameworks for the

design, delivery, administration and evaluation of educational services which are the norm in provincial systems.

The following chart illustrates the relationship of different education quality factors to federal, band and provincial schools and summarizes the subsequent pages related to quality of Indian education.

PROGRAM DELIVERY FACTORS IN FEDERAL AND PROVINCIAL SCHOOLS  
ASSOCIATED WITH EDUCATION QUALITY

FACTOR	FEDERAL SCHOOLS	BAND SCHOOLS *same = same as Fed. School	PROVINCIAL SCHOOLS
CURRICULUM & STANDARDS	1. Little support	1. *Same	1. Curriculum constantly being renewed
	2. Lack of specialists for curriculum modification	2. Same	2. Cultural content included sometimes but mostly inappropriate
	3. Standardized tests not validated for Indians	3. Evaluation instruments lacking	3. Student progress instruments often invalid
	4. No centralized curriculum materials development	4. Same	4. Full central support
FACILITIES	1. Construction standards inadequate for vocational education, gymnasias, etc.	1. Same	1. Standards for construction and maintenance meet needs for laboratories, gymnasias, shops, etc.
	2. Poor maintenance system	2. Maintenance improves under bands	2. Superior facilities overall
	3. Responsibility for maintenance not with education	3. Bands often inherit rundown facilities	3. Good maintenance programs
STAFF	1. Difficult working conditions	1. Same	1. Better working conditions.
	2. Employee benefits attractive	2. Inferior employee benefits	2. Powerful unions advance teachers' interest.
	3. Teacher qualifications may be out-of-province	3. Same	3. Teachers qualified to provincial standards
	4. Limited professional development	4. Very limited professional development	4. Professional development negotiable, very good
	5. Teacher orientation depends on community	5. Good teacher orientation	5. Teachers unfamiliar with Indian culture.
STAFF SUPPORT AND SUPERVISION	1. P-Y reductions reduced effective administration	1. No Departmental monitoring	1. Well developed monitoring
	2. Little central supervision	2. No central supervision	2. Central supervision
	3. Little teacher development support	3. No teacher support	3. Specialist staff for teacher development
	4. Funding and isolation prevent upgrading	4. Same	4. Professional development supported by province, school boards and unions
			5. Staff access to universities
STUDENT SUPPORT	1. Lack of special education and other central office services	1. Same	1. Full diagnostic, remedial and psychological services
	2. Reduction of counsellors	2. Bands employ social counsellors	2. Guidance and career counselling in most schools
	3. Ancillary services (student allowances, noon lunches) reduced	3. Supplemental services negotiable.	3. Student services (cafeteria co-curricular etc.) at parent cost
	4. Varied degrees of parental involvement	4. Strong parental involvement	4. Teacher expectations for Indian students low; parents uninvolved

The issues with specific components of Indian education systems which, it is agreed, are determinants of program quality are:

### 1.2 Curriculum and Standards

A fundamental problem with Indian education is the irrelevance of curriculum and curriculum materials for Indian learners.

Although the picture is improving, at this point in time the programs offered in provincial schools are not in general designed to address the unique learning needs and styles of Indian children. Through tuition agreements with provinces and school boards the Department may support special Indian cultural curriculum components where negotiations permit. Typically such services might include the teaching of Indian languages and traditional skills by native teachers and paraprofessionals.

In federal schools, efforts are made to modify and enrich provincial programs to meet the needs of Indian learners. These activities are largely uncoordinated, and there is great duplication of effort, because the Department does not have the capacity, either at headquarters or in the regions, to support a professional curriculum development program. Budgets do not offer the alternative of having this function performed under contract.

Band education authorities have constantly stressed that only the Indianizing of the curriculum will turn around the dismal results in student achievement. Because of budgetary restraints the Department is perceived as being unresponsive to Indian initiatives in effecting change in their education systems.

Overall, this failure to support adequately the curriculum development function, negatively affects both student learning and community support for education. Teachers feel they are working in isolation, unsupported by the system. What is

developed may not be subjected to the rigorous quality control procedures which characterize program development in the provincial sector.

The recognized value of many programs may consequently depend more on subjective assessment than on educational research. Although over 32,000 Indian students are involved with native language programs, for instance, the overall impact of this program on Indian education has not been subjected to scientific investigation. The Department has minimal resources in the critical area of improving the teaching of the official languages to Indian children as second languages.

For the majority of Indian children, education program standards are those of the provincial schools they attend. The highly developed provincial systems have complex funding mechanisms and supervisory and support services designed to promote equality of educational opportunity throughout their jurisdictions. The performance of units within their systems is monitored by the use of standardized tests of student achievement.

Generally, however, Indian students achieve at levels lower than provincial norms. A 1980 study of reading skills in Manitoba revealed the following disparity between the average provincial scores and the scores of Indian students in federal schools.

<u>Grade</u>	<u>III</u>	<u>VI</u>	<u>IX</u>	<u>XII</u>
Provincial Average	80%	62%	62%	62%
Federal Schools	44%	35%	42%	48%

A 1981 study of achievement in mathematics indicated similar findings:

<u>Grade</u>	<u>III</u>	<u>VI</u>	<u>IX</u>	<u>XII</u>
Provincial Average	65%	62%	54%	-
Federal Schools	39%	35%	32%	-

### 1.3 Facilities: Construction and Maintenance

It is generally accepted that federal and band school facilities and maintenance programs are inferior to provincial school facilities. In fact, many of the Department's Regional Directors General categorize this issue as the biggest problem which they face in administering the education program.

In the period prior to the adoption of the local control policy, the push for integration demanded heavy capital investment by the Department in joint provincial schools. Between 1955 and 1980, the Department entered into 678 joint federal/provincial capital agreements amounting to \$103 million.

Because of the contractual nature of the joint school agreements, the Department, in allocating its budget, traditionally gives this program first priority for funding to the detriment of the federal and band school construction programs. This led to the comparative neglect of federal and band requirements with the result that today many buildings are run down and there is a large backlog of school construction requirements. With fewer and fewer joint school agreements now being entered into, the Department has refocused its attention to the construction of federal and band schools.

Nevertheless, the backlog remains enormous. Compounding this problem was the introduction in 1971 of Government of Canada School Accommodation Standards. These standards were considered to be unnecessarily high and resulted in a reduction in the number of schools constructed. To provide for construction of a greater number of schools, the

Department eventually reduced its standards. As a result, many federal and band-operated schools do not have adequate vocational facilities, gymnasias, and other features which are of greater significance to small communities, particularly in isolated areas. Since the school is often the focal point in the community, lack of adequate facilities reduces the range of potential social and educational benefits.

Another major impediment to the provision of adequate facilities is the inability of the Department to mount and sustain a first-rate repair and maintenance program. The field organizational structures place this responsibility with the Engineering and Architecture Branch, a responsibility it assumes along with the construction of houses, schools, teacherages, roads, water systems, etc. Hence, given the importance of providing safe and healthy facilities, the construction and maintenance of schools and other educational facilities are often given a lower priority. Failure to maintain the teachers' residences properly, for example, impacts directly on the teacher's performance, attitude towards his/her work and eventually to a high turnover of staff. In summary, federal and band-operated schools adhere only nominally to provincial standards and are a major contributor to the lack of success in the education programs.

#### 1.4 Staff

The current staffing picture in Indian education is problematic and is characterized by high rates of turnover, inadequate training for transcultural education and low morale.

Currently, over 65 percent of the Department's staff have one or more degrees. Despite this fact the learning outcomes of the federal system are not comparable with provincial norms. This suggests that the problem is rooted in a variety of other organizational and environmental factors.

Government restraint policy is reflected in the disparity between salary levels of federal and provincial education staff. Negotiations proceed slowly between the union and Treasury Board. The Education Group's most recent Collective Agreement expired in August 1981.

The staffing process in Indian education presents special problems for the Department and is much more complex than that of the typical provincial jurisdiction. The additional concerns of the Department relate to maintaining staff in isolated posts and ensuring the effectiveness of teaching staff in transcultural situations.

The staffing of federal schools is now done in accordance with Public Service Staffing Regulations. This causes great delay in offering jobs to qualified candidates because of the need to interview surplus employees. Too often excellent candidates are no longer available after the necessary procedures have been followed. Regional education managers were formerly authorized by the Public Service Commission to staff teaching positions and this procedure was much more effective. Another major drawback is the fact that under Public Service Regulations teachers do not have to give the same notice of their intention to resign which is demanded of provincial teachers. Federal teachers resigning at the end of August cause serious recruiting problems.

The transition from Departmental to band control should enable bands to retain the services of federal teachers they wish to keep in their communities. At the present time there is great variety in the quality of benefit packages which bands are in a position to offer their employees. A recent sampling of the perceptions of employees involved in band take overs revealed:

- a) long periods of anxiety (1 to 6 months) during which they did not know if they were going to be employed by the band;

- b) only half considered their new pension plans equivalent;
- c) all respondents saw less job security with a band;
- d) no respondents had collective arrangements.

The cumulative effects of the conditions outlined above are low staff morale and high turnover rates.

#### 1.5 Staff Support and Supervision

The reductions in regions' person-year allotments have had very specific effects on education staff. Work loads have severely reduced superintendents' time available for professional concerns. Classroom consultants' positions which are critical for teacher professional development and the maintaining of morale in professional isolation have all but disappeared. A review indicates that only one classroom consultant is employed by our Manitoba Region while Alberta has none at all.

The effectiveness of teaching staff has been affected by the reductions in recent years of funding for orientation and in-service training. Reduced funding has also restricted the Department's ability to involve provincial teachers of Indian children in forums with Indian parents and departmental staff.

It is recognized that the standard of maintenance of federal schools and teachers' residences is poor, another factor which negatively affects morale, particularly in isolated posts.

#### 1.6 Student Support

An important indicator of education quality is the extent to which supplemental services are made available to learners. In the case of the Indian community, because of generally poor socio-economic conditions and cultural factors, student support services have an even greater impact on student success.

The provincial systems have access to a sophisticated range of services provided by central offices or by the schools themselves. Indian students may receive guidance, counselling and remedial help where required. If a problem exists here, it is that communication problems may hinder the correct diagnosis of Indian students' difficulties and low teacher expectations of Indian students may channel too many students into terminal or occupational programs.

In federal and band schools funding levels and the scale of operations do not allow for the provision of central office services such as psychological testing and special education for exceptional children. Because of the need to divert funds to non-discretionary education programs in recent years many other supplemental services have had to be discontinued. Certain of these actions have become very sensitive issues and have brought on very negative Indian community and political association reaction, as in the case of noon lunches being discontinued in the Atlantic Region.

Lack of supportive supplemental services naturally increases the burden placed on the classroom teacher and therefore influences the quality of education. For Indian students who attend school and are boarded in urban areas guidance and career counselling are of great importance in helping them to adjust to the different environment and to keep their focus on their career aspirations. In recent years the counselling function has been transferred to band authorities. In most cases bands employ social counsellors who do not have the training to assist students in academic or career planning matters.

#### 1.7 Proposed Guiding Principles

In addition to the disparities between Departmental intent and actions mentioned above, the analysis of the issues has indicated that the range of guiding principles needs to be expanded to provide a broader base for dealing with the issues. Additional guiding principles are proposed as follows:

INDIAN EDUCATION IS DEVELOPMENTAL IN TERMS OF THE COMMUNITY'S SOCIAL AND ECONOMIC GOALS, ITS HUMAN RESOURCE NEEDS AND THE EMPLOYABILITY OF ITS MEMBERS.

THE QUALITY OF INDIAN EDUCATION PROGRAMS IS MONITORED BY THE DEPARTMENT AND EQUATES TO PROVINCIAL STANDARDS.

STANDARDS FOR INDIAN EDUCATIONAL FACILITIES ARE BASED ON PROVINCIAL NORMS.

## 2.0 LOCAL CONTROL OF INDIAN EDUCATION

The concept of guiding principles in the area of local control of Indian education relates primarily to the formal claim for Indian self-determination within the Canadian community and also the Department's legislated and other authorities. These basic considerations have been thought to be:

UNDER THE INDIAN ACT THE MINISTER IS RESPONSIBLE FOR INDIAN EDUCATION AND ULTIMATELY ACCOUNTABLE TO PARLIAMENT FOR BOTH THE EXPENDITURE OF PUBLIC FUNDS AND THE RESULTS ACHIEVED.

RESPONSIBILITY FOR THE DELIVERY OF INDIAN EDUCATION PROGRAMS IS TRANSFERRED TO EDUCATION AUTHORITIES AT THE BAND LEVEL WHERE THEY SO REQUEST AND WHERE SUITABLE CONTRIBUTION AGREEMENTS ARE CONCLUDED AND WHERE BANDS HAVE HAD THE OPPORTUNITY TO ACQUIRE THE NECESSARY MANAGERIAL SKILLS.

INDIAN EDUCATION AUTHORITIES ARE REPRESENTATIVE OF, AND RESPONSIBLE TO THE PARENTS OF THEIR COMMUNITIES WITH RESPECT TO EDUCATION POLICY SETTING, PLANNING, PROGRAM DELIVERY AND QUALITY.

THE DEPARTMENT ADVOCATES ENHANCED INDIAN RESPONSIBILITY AND PARTICIPATION WITH PROVINCIAL EDUCATIONAL JURISDICTIONS.

UNDER THE TERMS OF CONTRIBUTION AGREEMENTS, INDIAN EDUCATION AUTHORITIES ARE ACCOUNTABLE TO THE MINISTER FOR THE EXPENDITURE OF PUBLIC FUNDS.

As with the quality of education issues, discrepancies between Departmental policy and practice have been the source of controversy between Indians and the Department.

The failure to establish the necessary operating framework and to provide adequate resources has impeded the development of the Department's policy of local control and has led Indian people to conclude that the federal government is not committed to local control and never intended to transfer such control to local authorities. In addition, the Department has been seen to encourage local control for non-educational reasons - to reduce its person year complement or to transfer to the Indian band a problem the Department could not or would not resolve. Bands assuming control under conditions described above have struggled to implement local control with varying degrees of success. If local control is to be implemented successfully the Department will have to develop a systematic approach to transferring programs in a way which will be seen to support the departmental objective of local control.

## 2.1 Essence and Perceptions

### 2.1.1 The Essence of Local Control of Indian Education

Indian control of education only becomes operational within the context of Indian band government and takes its authority from it. Broadly defined Indian band government is a distinct form of government, legally elected with the authority to raise money and to administer programs to meet community needs. Indian local government is not a service agency for the delivery of federally conceived and planned programs. By extension, Indian control of education is realized when band education authorities are free to exercise their responsibilities and decision making capacities within normal parameters established for elected school boards.

"Indian control" or "local control" is a concept which acknowledges the right of Indian people to determine the nature of their distinctive education systems:

- . in a manner similar to that enjoyed by all Canadians;
- . using a process analogous to the relationship which exists between a provincial department of education and a local school board; and
- . within the constraints of providing freedom of mobility without penalty between different systems of education.

In order to enable Indian education authorities to implement "local control", the Department will provide financial support, in accordance with approved terms and conditions for contribution agreements and qualitative monitoring.

#### 2.1.2 Perceptions of Local Control of Education

The acceptance of the new concept of Indian self-determination in education within a national system demanded some appraisal by government of the implications of the new policy. Information provided to Indian people in published form sought to clarify certain areas from the point of view of implementing the policy.

Most importantly, the pace of change was to be dictated by the Indian people with the Department supporting Indian initiatives. The program offers a wide choice and scope for education programs. The Indian leadership had stressed the need for a consultative and joint approach between the Department and Indian bands.

Bands were advised to take as much time as necessary for discussion, research and consultation to reach consensus when drafting a proposal for assuming responsibility for their education programs. Once a proposal was agreed to by the band and the Department a minimum lead time of seven months prior to takeover was designed to allow for developing a budget, obtaining the necessary funds, establishing administrative procedures and recruiting and training required staff.

In the light of the aspirations which had been raised by these discussions it was frustrating for bands to learn that funding for all educational programs would have to be within the limitations of the budget already established for 1974-75. Another condition outlined in a ministerial letter to bands in December 1973 was that the Department would not be able to respond to band proposals to build schools on reserves if earlier agreements had purchased accommodation in provincial schools.

The extent to which the interpretation of the local control of education policy had become problematic is highlighted by the following statement by the Director of Education Branch to the Standing Committee on May 8, 1975:

"When the paper was discussed initially and formulated by the National Indian Brotherhood and the department, I believe that it was mutually agreed that Indian control of Indian education meant an influence over education similar to the influence that other Canadian people have over the education of their own children. I think that some people have since that time tended to interpret it as a carte blanche, total control apart from anybody else. I was at the initial

discussions and, in my recollection anyway, it was not intended in that way at all at that time, either on the part of the National Indian Brotherhood or on the part of the Department."

The basic problem with local control of Indian education is that the concept has been implemented without the federal/ Indian relationship involved having been defined and without the necessary structures having been developed.

Consequently, there is an uncertain management framework, and Indian education lacks the leadership it must have if it is to achieve its objectives. Much of the program definition work remains incomplete particularly in respect of management processes, evaluation criteria, standards and the Indian-federal government roles and responsibilities.

The basic roles of Indian, provincial and federal authorities in Indian education are seen by the Department as follows. While Indian participation and control is expected to grow and strengthen, the provincial and federal roles will remain constant and are required for the discharge of their respective legislated mandates. The roles are:

#### INDIAN AUTHORITIES

- commitment to the objectives of Indian education
- represent the interests of Indian parents and communities
- select the mode of service delivery (school system)
- negotiate contribution agreements
- manage education budgets
- negotiate federal and provincial service agreements

- administer band-operated schools
- responsibilities for education design, delivery, administration control, review and evaluation
- accountable for results to the parents and the community generally, as well as to the federal government.

#### PROVINCIAL AUTHORITIES

- development of curriculum designed to meet the unique needs of Indian learners and which also provides the general school population with an appreciation of the contribution of the native peoples to the development of Canada
- encouragement of Indian involvement in the design, delivery, administration, control, review and evaluation of provincial education programs.

#### FEDERAL GOVERNMENT

- facilitation of Indian access to and control over education services
- administration of the federal school system
- monitoring of the provincial and band-operated school systems
- funding of education services
- overall responsibility for design, delivery, administration, control, review and evaluation of education services and results.

The issues are discussed under topical headings as follows:

### 2.2 Operational Guidelines

The Department attempted in the mid-1970's to have bands accept a set of guidelines for the operation of education programs by bands. When these ran into political opposition the Department retracted and subsequently, although bands continued to take over programs, the Department's approach, over the regions, was riddled with inconsistencies.

This lack of operational guidelines is harmful to Department/Indian relations and tends to make transfer arrangements contentious issues since there is no mutual understanding of the mechanics of band take over and operation. In extreme circumstances, failure to reach an accommodation on funding levels may cause bands to return their schools to federal jurisdiction. It is known that several bands are considering returning their schools to the Department if funding levels are not increased. This would have important implications for the Department with respect to its person-year requirements.

### 2.3 Funding Formulae

Unlike Provincial jurisdictions where formulae dictate the resources available to school boards and individual schools, the federal and band education systems have not devised refined approaches to funding education. Since provincial jurisdictions determine the tuition fee levels the Department must pay for Indian students, departmental funds may be diverted from federal and band schools to meet these obligations. The disparity between the amounts assigned by the Department to the education of Indian students in provincial and federal/band schools is a serious irritation to the Indian community. With respect to providing allocations for those programs which give Indian education its unique character no standardized approach has been developed.

### 2.4 The Transfer Process

Reviews have indicated that the success of an Indian- operated education system is largely determined by the community's preparation to assume responsibility for program delivery. Among the critical elements of the pre-takeover phase the following have been identified as most important:

- a) community awareness and involvement
- b) planning and goal setting
- c) pre-takeover review of existing programs

- d) the structuring of a management system
- e) band education authority training
- f) a comprehensive agreement addressing all terms and conditions for the operation by the band.

Many problems have been created as a result of bands being unprepared to assume responsibility. Pressure on the Department to reduce its person-year requirements has at times compounded this problem.

This problem has been discussed by senior management several times in the past, for example in the Ontario Region's presentation to EPC in January 1981. Annex F provides additional details on the transfer process.

## 2.5 Indian/Provincial Relations

Meaningful Indian involvement in education is restricted because of the widely varying mechanisms for bands to influence programs in provincial schools. Indian involvement in provincial education ranges from operating entire school boards as with the Nishgas in B.C. and the Crees in Québec, to having no formal entrée to schools other than visiting as parents.

Lack of responsiveness in provincial jurisdictions leads to requests for the construction of either federal or band-operated on-reserve schools. This has serious implications for the Department's capital budget and person-year allocation.

## 2.6 Band Education Authorities

The Department's formal interface with communities is through the band council. Various band structures have evolved to fill the role of band education authorities. In some communities, the council undertakes the responsibility, at times using a committee of council members or nominating a councillor to fulfill the role. Elsewhere, band councils delegate their responsibilities for

locally controlled education to nominated or elected school committees whose members are not band councillors. The continuing politicization of Indian education suggests it would be desirable to have a body separate from the band council, responsible solely for education.

The potential for serious problems lies in the possibility of education being linked with other issues and spending priorities in the community.

In the past, we have seen instances where band councils have closed schools or kept children home from federal or provincial schools to express their displeasure with levels of social assistance or the condition of reserve roads.

Since Indian education authorities have no legal standing, their role is not recognized in some provincial jurisdictions. The inability of bands to exercise influence on provincial authorities is a serious obstacle to local control in some areas. The fact also increases requests for building on-reserve schools. Without provincial accreditation of staff qualifications and programs however, students' academic standing is in jeopardy.

The Attorney General of Manitoba has ruled that, where Indian bands have opted out of the Master Tuition Agreement, they are not empowered by law to sign tuition agreements with provincial school boards or divisions. Where a band authority is no longer a signatory to a tuition agreement it naturally loses most of the influence it might exert over school matters.

In Ontario, a band's legal right to be an employer has been successfully challenged in court. Many bands feel incorporation threatens their special status.

## 2.7 Relationship to Community Development

Education is central to the development of any society. Current Indian development initiatives however, suffer repeatedly from the lack of skilled

human resources both in the technical trades and in the management sciences. Consequently, many initiatives either meet with failure or require significant incremental funds to finance the purchase of imported consulting and other specialized skills.

Although progress has been made, Indian education programs can make greater contributions to Indian social and economic development in the short term by providing direct Indian employment and management development opportunities, as well as by providing indirect economic development service opportunities in activities such as transportation and construction. More importantly, Indian education can make a long-term contribution by meeting the skills requirements for social and economic development at the local and regional levels.

The community school, especially in isolated areas, is a natural focal point for community development. The skills and training of the staff can be utilized in the community generally and often the school facilities may be the best location for adult education and recreational activities. The willingness of education staff to participate in out-of-school community activities must be a priority criterion in the selection of band school employees as this has a considerable impact on parental and community attitudes towards education.

In terms of community infrastructure, the building of a school on a reserve brings with it water, waste disposal and electrical systems which at times may be extended to improve services to the rest of the community.

## 2.8 Ministerial Authority

Under Section 4 of the Department of Indian Affairs and Northern Development Act, the Minister's responsibility for Indian Affairs includes " ... all matters over which the Parliament of Canada has

jurisdiction, not by law assigned to any other Department, branch or agency of the Government of Canada ...".

The Minister's authority to delegate his responsibility for providing educational services to bands is in some doubt since the Indian Act does not name an Indian band as an entity with whom the Minister may enter into an agreement for the education of Indian children.

Some dissident parents have already challenged the Minister's authority to transfer control of education to band councils. As yet, no actual lawsuits have been initiated.

The nature of the Minister's responsibility where bands control their education programs should be formally indicated.

Some Indian leaders claim that education funding is a pre-paid treaty entitlement for which they are not accountable. The legal position of band education authorities (as distinct from band councils) obscures the accountability issue. The question of sanctions is problematic since the responsibility for providing educational services is ongoing.

## 2.9 Off-Reserve Services

The migration of native people to urban centres and the development of neighbourhoods with high proportions of native migrants presents challenges for the municipalities concerned. In some-predominantly western-cities, school boards have made special provisions for Indian education. This may take the form of special curricula and student support services for native children in regular schools or it may be the support of alternative schools specifically designed for urban Indian children. In some cases, the initiatives have been those of Indian educators with the school boards subsequently entering the picture. In most cases school boards are not able to support all of

the Indian-oriented programming that the organizers would wish to offer. Consequently, this area becomes a focal point with respect to demands for educational services to off-reserve residents.

In the case of the Plains Indian Cultural Survival School, an alternative school operated by the Calgary School Board, proponents have enlisted the support of municipal, provincial and federal elected officials in seeking funding for P.I.C.S.S. Under present authorities, the Department is unable to respond to such requests if they are on behalf of off-reserve residents.

## 2.10 Duplication of Facilities

The Department's present policy as articulated by the Honourable Jean Chrétien to bands in 1973 is not to respond to band requests for the construction of on-reserve school facilities where the Department's investment in a joint federal/provincial school is still undepreciated.

This caveat is seen by some bands as a failure to honour the spirit of the local control policy. To support their position they point to the penultimate paragraph of that same 1973 letter which states:

"There will be times, however, when it is clear to all parties concerned that neither negotiations nor changes in the conditions of an agreement will solve the problem. Under such circumstances the Department would have to recover as much as possible of the original capital investment before terminating the agreement and providing a school on the reserve."

There are occasions where the Department for various reasons has agreed to the termination of existing joint capital agreements. Based on certain trends, particularly in the West, it is expected that there will be increasing demands from Indian bands to terminate joint school agreements. Failure by the Department to respond positively to

such demands may lead to unilateral action by Indian bands to withdraw students from provincial schools resulting in the Department having to compensate provincial school boards for incurring costs related to an anticipated rather than an actual involvement. It is essential that the current policy be re-examined in the near future.

The possible ramifications of a policy change in this area must be considered. Between January 1949 and June 1981 the Department invested \$103,985,000 in joint federal/ provincial schools. It has been estimated that replacement of that accommodation would cost \$491,000,000 at today's costs. In the current economic climate, with enrolments declining, there is little likelihood that school boards would agree to refunding any portion of the Department's equity in their schools.

A more specific and updated reappraisal of the current policy would form part of a work plan.

#### 2.11 Commitment to Local Control

In summary, misunderstandings of the limitations on local control persist, in large part, because they were never properly defined and have led many Indian people to conclude that the federal government is not committed to local control and never intended to transfer such control to local authorities.

Despite this perceived confusion, the Department has consistently remained committed to local control. Failure to establish and communicate the range of required operational guidelines for implementation of the policy has, however, contributed to the misunderstanding.

Even if legislative changes provided a better base, the federal government would still retain a responsibility for the expenditure of funds and qualitative outcome of programs much the same as provincial departments of education. This must be

clearly understood by all. Despite this, local control is still the desired objective which requires definition and the ensuing support for its realization. The policy needs reconfirmation and clarification.

It is essential to highlight the fact that Indian people recognize that there is a strong relationship between the implementation of local control and improved quality of education. Failure to address the local control question in terms of the guiding principles, therefore, would have serious implications for education quality.

### 3.0 EDUCATION MANAGEMENT FRAMEWORK ISSUES

At no time has the Federal government developed the institutional framework to enable it to deliver comprehensive educational services to Indians. The emergence of Indian control has further served to highlight the deficiencies and dependent status of the present system.

Pre-1973 Departmental education policy inhibited the development of appropriate structures and delivery mechanisms for a contemporary education system. The chart on page 42 illustrates current deficiencies in the Department's education delivery system when it is compared with conventional Provincial services.

#### 3.1 Indian Education System Considerations

Provincial systems of education are well integrated and complete, and able to perform all the necessary functions from planning to program delivery in a coordinated manner. The Department's reduced capabilities in the area of Indian education may be best exemplified in headquarters. In the mid-1970's there were two headquarters education units, one concerned with development, the other with operations. The seventy-six person-year complement also included a small training research unit in Saskatchewan. The present headquarters person-year allotment is nineteen, with six positions vacant.

An Indian education system must be conceived of as a synthesis of several systems since it utilizes Federal, band-operated, Provincial and private services. The natural result is extreme fragmentation of Indian education. No effective national or regional structures have been developed to establish the character of Indian education as distinctive, complex, yet forming a recognizable whole within Canadian education.

From the above the following guiding principle is derived:

"THE INDIAN EDUCATION SYSTEM IS BASED ON AN INSTITUTIONAL FRAMEWORK WHICH ENABLES DELIVERY OF COMPREHENSIVE EDUCATIONAL SERVICES USING A WIDE RANGE OF PROGRAM MECHANISMS."

EDUCATION SYSTEM ELEMENTS

<u>B.C.</u>	<u>ALBERTA</u>	<u>DIAND</u>
<u>SCHOOLS (A.D.M.)</u>		
PUBLIC INSTRUCTION		
Basic Programs	Curriculum A.V. Services	Reduced curriculum development
Curriculum Development	Language, Science etc.	funding
Learning Assessment	Consultants	Consultant positions reduced
Career Programs		
French Language Services	Language Services: Translation	
Examinations	Student evaluation & data processing	No systematic student evaluation
	Early Childhood: Field Consultants	
Special Education	Special Education: Guidance	Little special education
Special Education	& counselling	Guidance Counsellor
Indian Education	Industrial education	positions reduced
Handicapped		
Program Implementation	Field services: Regional Offices	Supervision reduced
LEGISLATIVE SERVICES		
Print Services	School Book Branch	No centralized curriculum
Media Centre	A.V. Library Program	material or audio-visual services
ADMINISTRATIVE SERVICES		
Correspondence Courses	Support Division	No services
Publications	Student evaluation	
	Alberta Correspondence Schools	
	School Book Branch	
EDUCATIONAL PERSONNEL		
Educational Personnel	Personnel Services	No services within education
Teacher Services		
Accreditation and School Evaluation		Limited school evaluation - lack of PY's
<u>POST-SECONDARY (A.D.M.)</u>		
CONTINUING EDUCATION	(	
	(	
Continuing Education	(	University and Professional
Adult Basic	(	Program supported
	(	Adult Basic almost entirely
	(	eliminated for budgetary
	(	reasons
MANAGEMENT SERVICES	(	
	(	
Planning and Analysis	(SEPARATE	
Training Projects	(	
Manpower Training	(	
Student Services	(MINISTRY	Student services reduced
PROGRAM SERVICES	(	
	(	
College Programs	(	Funding of external agencies
Research and Development	(	only - no developmental work possible
	(	
<u>MINISTRY SERVICES (A.D.M.)</u>		
POLICY DEVELOPMENT	Policy Analysis & Development	Little capacity
	Issue-oriented research	No research capability
PERSONNEL SERVICES	Personnel	No services under Education
DATA & INFORMATION		
Data Services	Student evaluation & data processing	Nominal roll information only
Project Planning	Planning & Research: consultants	No positions in Education
Information Services	Communications: Public Relations	NIL
	Educational Communications & Technology	
Library	Library Services	No circulation to schools
FINANCIAL SERVICES		
Schools Finance	Finance, Statistics & Legislation	
Post-Secondary Finance	Legal Advisor	Services external to Education
Ministry Finance	Internal Auditor	
	Records	
FACILITIES SERVICES		
Schools Facilities	School Building Administration	Construction and maintenance
Post-Secondary Facilities		not controlled by Education

#### 4.0 FUNDING ISSUES

Funding issues have loomed large in the Department's dialogue on education with Indian people. No clearly identifiable guiding principle concerning the funding of Indian education has been discernable to this point in time. The allocation of available funds has been subject to a great variety of considerations, the more obvious of which are the Provinces' setting of tuition fees and the use of political pressure by Indian groups.

A major source of Indian frustration has been Treasury Board's expectation that the transfer to local control and the administration of education programs by bands should not entail any additional costs.

A common theme in all the analysis of the issues is that a funding problem exists in most areas of the education program, suggesting that the following guiding principle has to become the basis of future approaches to funding Indian education:

FUNDING LEVELS AND FORMULAE FOR INDIAN EDUCATION ARE BASED ON PROVINCIAL STANDARDS WITH THE ADDITION OF COST ELEMENTS RELATED TO SPECIAL CHARACTERISTICS OF INDIAN EDUCATION ADMINISTRATION, PROGRAMMING AND DELIVERY.

### VIII. PROPOSED SOLUTIONS

#### 1.0 OVERVIEW

The previous section of this paper has identified and discussed issues on Indian education in the context of current Departmental policy. As illustrated in these discussions, many problems have remained unsolved due to inconsistent interpretation and application of Departmental policy. Guiding principles giving meaning to the policy have been implicit and incomplete.

In an attempt to resolve problems in Indian education, it is proposed that policy guiding principles be formalized and made operational.

This section summarizes the recommended formal guiding principles and provides a preliminary work plan to render these guiding principles operational.

## 2.0 PROPOSED GUIDING PRINCIPLES

The proposed formal guiding principles are:

### Quality of Education

1. INDIAN EDUCATION STRENGTHENS THE LEARNER'S CULTURAL IDENTITY.
2. INDIAN EDUCATION EQUIPS STUDENTS WITH THE RECOGNIZED BASIC LEARNING SKILLS.
3. A FUNDAMENTAL AIM OF EDUCATION FOR INDIANS IS THE REALIZATION OF EACH INDIVIDUAL'S POTENTIAL.
4. INDIAN EDUCATION IS DEVELOPMENTAL IN TERMS OF THE COMMUNITY'S SOCIAL AND ECONOMIC GOALS, ITS HUMAN RESOURCE NEEDS AND THE EMPLOYABILITY OF ITS MEMBERS.
5. THE QUALITY OF INDIAN EDUCATION PROGRAMS IS MONITORED BY THE DEPARTMENT AND EQUATES TO PROVINCIAL STANDARDS.
6. STANDARDS FOR INDIAN EDUCATIONAL FACILITIES ARE BASED ON PROVINCIAL NORMS.

### Indian Control

1. UNDER THE INDIAN ACT THE MINISTER IS RESPONSIBLE FOR INDIAN EDUCATION AND ULTIMATELY ACCOUNTABLE TO PARLIAMENT FOR BOTH THE EXPENDITURE OF PUBLIC FUNDS AND THE RESULTS ACHIEVED.
2. RESPONSIBILITY FOR THE DELIVERY OF INDIAN EDUCATION PROGRAMS IS TRANSFERRED TO EDUCATION AUTHORITIES AT THE BAND LEVEL WHERE THEY SO REQUEST AND WHERE SUITABLE CONTRIBUTION AGREEMENTS ARE CONCLUDED AND WHERE BANDS HAVE HAD THE OPPORTUNITY TO ACQUIRE THE NECESSARY MANAGERIAL SKILLS.
3. UNDER THE TERMS OF CONTRIBUTION AGREEMENTS, INDIAN EDUCATION AUTHORITIES ARE ACCOUNTABLE TO THE MINISTER FOR THE EXPENDITURE OF PUBLIC FUNDS.

4. INDIAN EDUCATION AUTHORITIES ARE REPRESENTATIVE OF, AND RESPONSIBLE TO THE PARENTS OF THEIR COMMUNITIES WITH RESPECT TO EDUCATION POLICY SETTING, PLANNING, PROGRAM DELIVERY AND QUALITY.
5. THE DEPARTMENT ADVOCATES ENHANCED INDIAN RESPONSIBILITY AND PARTICIPATION WITH PROVINCIAL EDUCATIONAL JURISDICTIONS.

#### Education Management Framework

1. THE INDIAN EDUCATION SYSTEM IS BASED ON AN INSTITUTIONAL FRAMEWORK WHICH ENABLES DELIVERY OF COMPREHENSIVE EDUCATION SERVICES USING A WIDE RANGE OF PROGRAM MECHANISMS.

#### Funding

1. FUNDING LEVELS AND FORMULAE FOR INDIAN EDUCATION ARE BASED ON PROVINCIAL STANDARDS WITH THE ADDITION OF COST ELEMENTS RELATED TO SPECIAL CHARACTERISTICS OF INDIAN EDUCATION ADMINISTRATION, PROGRAMMING AND DELIVERY.

### 3.0 WORK PLANS

In order to resolve Indian education problems and to render the guiding principles operational, a number of work projects need to be undertaken. Subject to Departmental concurrence with the proposed guiding principles and major projects involved and to the approach taken toward the Indian consultation process, prioritized tasks, timeframes and resource requirements will be developed over the next three months and presented to senior management for their review and approval. The prioritizing of tasks will include the identification of those tasks which can be undertaken without any incremental resources or costs.

Although considerable work has already been started in respect of the major work steps involved, resource requirements would be substantial. To reduce this workload, the Education Directorate will rely, where possible, on the work of the MIP process.

An appreciation of the major work projects involved is given below:

### 3.1 Quality of Education

#### 3.1.1 Curriculum development

- Identify basic provincial curriculum
- Prepare an inventory of current special curriculum components in band, federal and provincial school systems
- Establish objectives for special curriculum components
- Assess suitability of current special curriculum components
- Establish and communicate standards
- Establish methodology for the review, design and development of curriculum
- Explore the use of demonstration projects
- Consider the establishment of a curriculum clearing house for the distribution of new materials to Indian education authorities.

#### 3.1.2 Facilities

- Identify provincial standards for education facilities
- Prepare an inventory of the current building and school construction backlog
- Explore feasible time frames for the construction program
- Explore alternate methods of financing schools.

#### 3.1.3 Student support

- Identify provincial standards for student support services
- Prepare an inventory of support services currently available to Indian students in band and federal schools
- Assess suitability of current support services available to Indian students
- Identify the special support needs of Indian students

- Establish and communicate standards
- Establish methodology for the review, design and development of student support services.

#### 3.1.4 Staff support

- Identify provincial standards for:
  - . teacher support services
  - . classroom consultants
  - . teacher orientation
  - . in-service training
  - . professional development
  - . conferences and workshops
  - . teacher residences in isolated communities.
- Identify current practices in band and federal schools
- Quantify differences, measured against provincial standards
- Assess the impact of these differences
- Identify effects of the Public Service Commission Staffing Policy
- Establish methodology for the review, design and development of staff support standards.

#### 3.1.5 Monitoring

- Establish systems and procedures to monitor quality of education functions and measure performance.

### 3.2 Local Control

#### 3.2.1 Role of Indian education authorities

- Establish terms of reference for Indian education authorities setting out such matters as:

- . roles and responsibilities
- . relationship to community
- . accountability for funding
- . operating policies, structures and procedures
- . reporting requirements
- . relationship to Indian Affairs

### 3.2.2 Education System

Consideration of regional and national Indian professional education bodies for the development of quality education.

### 3.2.3 Indian Affairs accountability

- Develop accountability systems including qualitative accountability criteria, program objectives and performance measures for use with band, federal and provincial school systems.

### 3.2.4 Transfer process

- Develop guidelines and procedures for the transfer of control from Indian Affairs to Indian education authorities including provisions for:
  - . community awareness and involvement
  - . structuring and training of band education authorities
  - . a comprehensive agreement for the transfer

### 3.2.5 Contribution agreements

- Develop a standard contribution agreement which would include, inter alia, provisions for terms of reference for Indian education authorities, accountability requirements and standards governing quality of education.

### 3.2.6 Duplication of facilities

- Assess the current policy and identify its impact on Indian education
- Review the policy for appropriateness.

### 3.3 Management framework

- Define departmental roles and responsibilities for the following functions:
  - . curriculum development
  - . facilities
  - . student support
  - . staff support
  - . monitoring
  - . relationship to Indian education authorities
  - . relationship to other Indian authorities
  - . relationship to provincial governments.
- Design departmental headquarters and regional organizational structures required to fulfill these roles and responsibilities
- Identify human resource requirements
- Explore mechanisms for input from Indian education authorities on program components such as curriculum development and establishment of standards
- Consider the need for independent Indian education foundations to further Indian-specific education development.

### 3.4 Funding

- estimate incremental costs for the adoption of special programming related to Indians including:
  - . management framework
  - . curriculum development
  - . facilities
  - . student support
  - . staff support
  - . monitoring
  - . Indian Education authorities/organizations

### 3.5 Indian Consultation

Depending on the outcome of DMC, serious consideration must be given to the consultation process; its context, objectives, parameters, process, etc. Hopefully this would result in joint recommendations.

- Development of a paper for consultation
- Development of the consultation process
- Establish funding levels.

## IX. FINANCIAL IMPLICATIONS

Acceptance and implementation of the proposed guiding principles would require incremental expenditures for facilities and for the design, delivery, administration and evaluation of education programs. This section is intended to give an appreciation of the magnitude of incremental costs involved.

### Facilities

With respect to facilities, there are two major issues. The first relates to the upgrading of sub-standard facilities and the elimination of the construction backlog. The second relates to the replacement of joint school facilities with on-reserve facilities.

Upgrading school facilities in line with provincial standards would require significant incremental expenditures. Current band-operated and federal school facilities are of inferior quality and there is a large backlog of school construction requirements. Phase II of the work plan will provide a region by region analysis of the facility requirements and associated costs.

A policy change with respect to the replacement of joint school accommodation with on-reserve band-operated facilities would require very significant incremental funding. The costs of constructing on-reserve duplicate facilities for students presently accommodated in joint schools is estimated at \$500 million. This figure is inflated because obviously it is not economically feasible to build a school on each reserve, nor is it the intent of a good number of bands. Over the last decade the average number of students in joint schools has stabilized between 50-55%.

The precise determination of funding requirements and time frames will be the subject of a study as outlined in the work plan.

#### Education programs

The guiding principle on funding provides for equality with provincial funding levels plus the addition of cost elements related to the special characteristics of Indian education.

To comply with this funding principle requires annual incremental expenditures estimated at \$36 million as follows:

- increasing student unit funding levels in line with provincial levels (\$14 million); and
- adding a per unit cost element in recognition of the special characteristics of Indian education (\$22 million).

A summary of underlying assumptions and calculations is provided in Annex G.

These incremental funds would be used for the design, delivery, administration and evaluation of education programs including:

- cultural enrichment
- curriculum development
- professional development
- classroom consultants
- band education authority support
- modern administration and evaluation processes.

Specific allocations of incremental funding will be the subject of proposals surrounding implementation of the guiding principles in the subsequent phases of this review.

#### X. RECOMMENDATIONS

To improve the quality of Indian education and to achieve greater Indian involvement in and control of Indian education, the Indian and Inuit Affairs Program recommends that DMC:

1. Approve the guiding principles underlying the policy on education; and
2. Approve in principle the direction set out in the preliminary work plans for Phase II.

INDIAN CONTROL  
OF  
INDIAN EDUCATION

EXTRACTS FROM A  
POLICY PAPER

PRESENTED TO THE

MINISTER OF INDIAN AFFAIRS  
AND NORTHERN DEVELOPMENT

BY THE

NATIONAL INDIAN BROTHERHOOD



## **STATEMENT OF THE INDIAN PHILOSOPHY OF EDUCATION**

In Indian tradition each adult is personally responsible for each child, to see that he learns all he needs to know in order to live a good life. As our fathers had a clear idea of what made a good man and a good life in their society, so we modern Indians, want our children to learn that happiness and satisfaction come from:

- pride in one's self,
- understanding one's fellowmen, and
- living in harmony with nature.

These are lessons which are necessary for survival in this twentieth century.

- Pride encourages us to recognize and use our talents, as well as to master the skills needed to make a living.
- Understanding our fellowmen will enable us to meet other Canadians on an equal footing, respecting cultural differences while pooling resources for the common good.
- Living in harmony with nature will insure preservation of the balance between man and his environment which is necessary for the future of our planet, as well as for fostering the climate in which Indian Wisdom has always flourished.

We want education to give our children the knowledge to understand and be proud of themselves and the knowledge to understand the world around them.

## STATEMENT OF VALUES

We want education to provide the setting in which our children can develop the fundamental attitudes and values which have an honoured place in Indian tradition and culture. The values which we want to pass on to our children, values which make our people a great race, are not written in any book. They are found in our history, in our legends and in the culture. We believe that if an Indian child is fully aware of the important Indian values he will have reason to be proud of our race and of himself as an Indian.

We want the behaviour of our children to be shaped by those values which are most esteemed in our culture. When our children come to school they have already developed certain attitudes and habits which are based on experiences in the family. School programs which are influenced by these values respect cultural priority and are an extension of the education which parents give children from their first years. These early lessons emphasize attitudes of:

- ..... self-reliance,
- ..... respect for personal freedom,
- ..... generosity,
- ..... respect for nature,
- ..... wisdom.

All of these have a special place in the Indian way of life. While these values can be understood and interpreted in different ways by different cultures, it is very important that Indian children have a chance to develop a value system which is compatible with Indian culture.

The gap between our people and those who have chosen, often gladly, to join us as residents of this beautiful and bountiful country, is vast when it comes to mutual understanding and appreciation of differences. To overcome this, it is essential that Canadian children of every racial origin have the opportunity during their school days to learn about the history, customs and culture of this country's original inhabitants and first citizens. We propose that education authorities, especially those in provincial Departments of Education, should provide for this in the curricula and texts which are chosen for use in Canadian schools.

### THE ROLE OF PARENTS IN SETTING GOALS

If we are to avoid the conflict of values which in the past has led to withdrawal and failure, Indian parents must have control of education with the responsibility of setting goals. What we want for our children can be summarized very briefly:

- ..... to reinforce their Indian identity,
- ..... to provide the training necessary for making a good living in modern society.

We are the best judges of the kind of school programs which can contribute to these goals without causing damage to the child.

We must, therefore, reclaim our rights to direct the education of our children. Based on two education principles recognized in Canadian society: **Parental Responsibility** and **Local Control of Education**, Indian parents seek participation and partnership with the Federal Government, whose legal responsibility for Indian education is set by the treaties and the Indian Act. While we assert that only Indian people can develop a suitable philosophy of education based on Indian values adapted to modern living, we also strongly maintain that it is the financial responsibility of the Federal Government to provide education of all types and all levels to all status Indian people, whether living on or off reserves. It will be essential to the realization of this objective that representatives of the Indian people, in close co-operation with officials of the Department of Indian Affairs, establish the needs and priorities of local communities in relation to the funds which may be available through government sources.

The time has come for a radical change in Indian education. Our aim is to make education relevant to the philosophy and needs of the Indian people. We want education to give our children a strong sense of identity, with confidence in their personal worth and ability. We believe in education:

- ..... as a preparation for total living,
- ..... as a means of free choice of where to live and work,
- ..... as a means of enabling us to participate fully in our own social, economic, political and educational advancement.

We do not regard the educational process as an "either-or" operation. We must have the freedom to choose among many options and alternatives. Decisions on specific issues can be made only in the context of local control of education. We uphold the right of the Indian Bands to make these specific decisions and to exercise their full responsibility in providing the best possible education for our children.

Our concern for education is directed to four areas which require attention and improvement: i.e., responsibility, programs, teachers and facilities. The following pages will offer in an objective way, the general principles and guidelines which can be applied to specific problems in these areas.

## RESPONSIBILITY

### JURISDICTIONAL QUESTION OF RESPONSIBILITY FOR INDIAN EDUCATION

The Federal Government has legal responsibility for Indian education as defined by the treaties and the Indian Act. Any transfer of jurisdiction for Indian education can only be from the Federal Government to Indian Bands. Whatever responsibility belongs to the Provinces is derived from the contracts for educational services negotiated between Band Councils, provincial school jurisdictions, and the Federal Government.

Parties in future joint agreements will be:

- (1) Indian Bands,
- (2) local provincial school jurisdictions;
- (3) the Federal Government.

These contracts must recognize the right of Indians to a free education, funded by the Government of Canada.

The Indian people concerned, together with officials of the Department of Indian Affairs, must review all existing agreements for the purpose of making specific recommendations for their revision, termination or continuance.

In addition, to the usual school services provided under joint agreements, attention must be given to local needs for teacher orientation, day nurseries, remedial courses, tutoring, Indian guidance counsellors, etc.

Where Bands want to form a school district under the Federal system, necessary provision should be made in order that it has the recognition of provincial education authorities.

Master agreements between federal and provincial governments violate the principle of Local Control and Parental Responsibility if these agreements are made without consulting and involving the Indian parents whose children are affected. Since these children are often from many widely separated bands, it may be necessary to provide for Indian participation through the provincial Indian associations. In every case, however, parental responsibility must be respected and the local Band will maintain the right to review and approve the conditions of the agreement.

## LOCAL CONTROL

The past practice of using the school committee as an advisory body with limited influence, in restricted areas of the school program, must give way to an education authority with the control of funds and consequent authority which are necessary for an effective decision-making body. The Federal Government must take the required steps to transfer to local Bands the authority and the funds which are allotted for Indian education.

The Band itself will determine the relationship which should exist between the Band Council and the School Committee: or more properly, the Band Education Authority. The respective roles of the Band Council and the Education Authority will have to be clearly defined by the Band, with terms of reference to ensure the closest co-operation so that local control will become a reality.

The local Education Authority would be responsible for:

- ..... budgeting, spending and establishing priorities;
- ..... determining the types of school facilities required to meet local needs: e.g. day school, residence, group home, nursery, kindergarten, high school;
- .... directing staff hiring and curriculum development with special concern for Indian languages and culture;
- .... administering the physical plant;
- .... developing adult education and upgrading courses;
- .... negotiating agreements with provincial or separate school jurisdictions for the kind of services necessary for local requirements;
- .... co-operation and evaluation of education programs both on and off the reserve;
- .... providing counselling services.

Training must be made available to those reserves desiring local control of education. This training must include every aspect of educational administration. It is important that Bands moving towards local control have the opportunity to prepare themselves for the move. Once the parents have control of a local school, continuing guidance during the operational phase is equally important and necessary.

## REPRESENTATION ON PROVINCIAL SCHOOL BOARDS

There must be adequate Indian representation on provincial school boards which have Indian pupils attending schools in their district or division. If integration for Indians is to have any positive meaning, it must be related to the opportunity for parental participation in the educational decision-making process.

Recalling that 60% of Indian children are enrolled in provincial schools, there is urgent need to provide for proper representation on all local provincial school boards. Since this issue must be resolved by provincial legislation, all Provinces should pass effective laws which will insure Indian representation on all provincial school boards in proportion to the number of children attending provincial schools, with provision for at least one Indian representative in places where the enrollment is minimal. Laws already on the books are not always effective and should be re-examined. Neither is permissive legislation enough, nor legislation which has conditions attached.

A Band Education Authority which is recognized as the responsible bargaining agent with financial control of education funds, will be in a strong position to negotiate for proper representation on a school board which is providing educational services to the Indian community.

There is an urgent need for laws which will make possible **RESPONSIBLE REPRESENTATION AND FULL PARTICIPATION** by all parents of children attending provincial schools.

Indian organizations and the Federal Government should do whatever is necessary to conduct an effective public relations program for the purpose of explaining their role and that of the local Band Education Authorities to the provincial Ministers of Education, to Department of Education officials and to school board members.

## SUMMARY OF THE INDIAN POSITION ON EDUCATION

Indian parents must have **FULL RESPONSIBILITY AND CONTROL OF EDUCATION**. The Federal Government must adjust its policy and practices to make possible the full participation and partnership of Indian people in all decisions and activities connected with the education of Indian children. This requires determined and enlightened action on the part of the Federal Government and immediate reform, especially in the following areas of concern: **responsibility, programs, teachers, facilities.**

### RESPONSIBILITY

Local Control	Until now, decisions on the education of Indian children have been made by anyone and everyone, except Indian parents. This must stop. Band Councils should be given total or partial authority for education on reserves, depending on local circumstances, and always with provisions for eventual complete autonomy, analogous to that of a provincial school board vis-à-vis a provincial Department of Education.
School Board Representa- tion	It is imperative that Indian children have representation on provincial school boards. Indian associations and the Federal Government must pressure the Provinces to make laws which will effectively provide that Indian people have responsible representation and full participation on school boards.
Transfer of Jurisdiction	Transfer of educational jurisdiction from the Federal Government to provincial or territorial governments, without the consultation and approval by Indian people is unacceptable. There must be an end to these two party agreements between the federal and provincial governments. Future negotiations with provincial Education Departments for educational services must include representatives of the Indian people acting as the first party. The Federal Government has the responsibility of funding education of all types and at all levels for all Indian people.

Indian Control      Those educators who have had authority in all that pertained to Indian education have, over the years, tried various ways of providing education for Indian people. The answer to providing a successful educational experience has not been found. There is one alternative which has not been tried before: in the future, let Indian people control Indian education.

## PROGRAMS

Kinds      A wide range of programs is needed in the Indian community. The local Education Authority must take the initiative in identifying the needs for adult education, vocational training, remedial classes, kindergarten, alcohol and drug education, etc. etc. The local Education Authority must also have the authority to implement these programs, either on a temporary or long-term basis.

Language and Culture      Indian children must have the opportunity to learn their language, history and culture in the classroom. Curricula will have to be revised in federal and provincial schools to recognize the contributions which the Indian people have made to Canadian history and life.

Cultural Education Centres      Cultural Education Centres are desperately needed. Considering the vital role that these Centres could play in cultural, social, and economic development, it is imperative that all decisions concerning their evolution, i.e., goals, structure, location, operation, etc., be the sole prerogative of the Indian people. The Minister is urged to recognize the rights of the Indian people in this matter. He must insure:

- (a) that the Indian people will have representatives on any committees which will decide policy and control funds for the Cultural Education Centres;
- (b) that enough funds are made available for capital expenditure and program operation.

## TEACHERS

Native Teachers and Counsellors      The Federal Government must take the initiative in providing opportunities in every part of the country for Indian people to train as teachers. The need for native teachers is critical. Indian parents are equally concerned about the training of counsellors who work so closely with the young people.

Non-Indian Teachers and Counsellors	Federal and provincial authorities are urged to use the strongest measures necessary to improve the qualifications of teachers and counsellors of Indian children. This will include required courses in Indian history and culture.
Language	As far as possible, primary teachers in federal or provincial schools should have some knowledge of the maternal language of the children they teach.
Qualification	It should be the accepted practice that only the best qualified teachers are hired for Indian schools, and always in consultation with the local Education Authority.
Para-Professionals	More Indian teacher-aides and more Indian counsellor-aides are urgently needed throughout the school systems where Indian children are taught. The importance of this work requires that the candidates receive proper training and be allowed to operate at their fullest potential.

#### FACILITIES

Kinds	Education facilities must be provided which adequately meet the needs of the local population. These will vary from place to place. For this reason, there cannot be an "either-or" policy, which would limit the choices which Indian parents are able to make. In certain localities, several types of educational facilities may be needed: e.g., residence, day school, integrated school. These must be made available according to the wishes of the parents.
Substandard	Substandard school facilities must be replaced and new buildings and equipment provided in order to bring reserve schools up to standard. Financing of such building and development programs must be dealt with realistically by the Federal Government.

INTEGRATION

Responsibility for integration belongs to the people involved. It cannot be legislated or promoted without the full consent and participation of the Indians and non-Indians concerned.

CONCLUSION

There is difficulty and danger in taking a position on Indian education because of the great diversity of problems encountered across the country. The National Indian Brotherhood is confident that it expresses the will of the people it represents when it adopts a policy based on two fundamental principles of education in a democratic country, i.e.:

..... parental responsibility, and  
..... local control.

If this policy is recognized and implemented by officials responsible for Indian education, then eventually the Indian people themselves will work out the existing problems and develop an appropriate education program for their children.



## THE EVOLUTION OF POLICY

### A. Historical

Up until the 1950's, government policy was to provide education for Indians mainly through delegation of that responsibility to various Christian religious organizations. From 1890 onwards, this had led to the development of residential schools as a major feature of the system and accusations of segregation.

Raised public consciousness of human rights and race relations following World War II, as well as representations by Indian people themselves, caused a change of education policy. The Department made every effort to integrate Indian students into provincial schools by means of agreements with provincial authorities. The collaboration of Indian parents was solicited through the financial support of school committees and the provision of supplementary student support programs for Indian children in provincial schools. The Hawthorn Report of 1967 encouraged the government to propose, in the 1969 White Paper, the elimination of all constitutional and legislative bases of discrimination in favor of Indians.

Fearing loss of Indian rights, the now politicized Indian community demanded a withdrawal of the proposed policy. The Indian position was supported by the 1971 Report of the Parliamentary Standing Committee on Indian Affairs which identified Indian education as having distinctive characteristics, and called upon both federal and provincial systems to incorporate these elements within their programs for Indian students.

Despite the policy changes, certain federal intentions remained constant throughout. These included the desire to right past wrongs and to encourage Indian self-reliance as well as to ensure that Canadian education programs for indigenous minorities would be adequate in the eyes of the international community. A more detailed discussion of historical trends is at Annex C.

### B. Ministerial Policy Speech

On June 23, 1972, the Honourable Jean Chrétien, Minister of DIAND, made a major speech to the Council of Ministers of

Education in Regina entitled: "A Venture in Indian Education and Minority Children and the Role of Government". (Annex D). It was the first indication of the recognition by government of a new policy which, at that time, was in the final stages of negotiation. The local control and quality of education issues were prominent. The speech was given wide circulation. Indians and the Department alike were enthusiastic with the new departure and were proud of their Minister who dared to express the realities directly to the Provincial Ministers of Education. The speech had a considerable impact across the country because it confirmed the legal responsibility of the federal government which was in doubt since 1969 and gave an inventory of the needs in education of Indian children, which included the obligations which provincial education authorities should be taking when signing joint agreements: the importance of curriculum, teachers, administration, and parental representation which determine social and cultural relevance, quality of instruction and liaison with the community. The following are a few relevant quotations:

"In a country which bases its education system on two principles: parental responsibility and local control, the aspirations of Indian parents in this regard should be readily understood by other parents."

"Integration interpreted as a unilateral change is unacceptable to the Indian people. Our concept of integration must be revised to recognize the unique contribution which Indian culture and language have made to the Canadian way of life. Integration should protect and foster the Indian identity and the personal dignity of each child. Integration should permit a child to augment the natural abilities which derive from his culture and family, with academic and professional training, enabling him to lead a full and satisfying life as a productive citizen of his community and country."

"Today we have the benefit of research, and we know that value differences, language differences and cultural differences - all make a difference in the learning habits and goals of children of native Canadian

descent. We know that it is desirable to foster these differences and to create a classroom climate in which the unique potential in each child will have the chance to emerge and develop."

"First, with top priority, is the right of the parents to an active, decision-making role in the education of their children. Future joint agreements will respect this right, not only in the original agreement, but in the application and review of its conditions."

"This then is the challenge: to explore all possible avenues and to use the best means to promote the IDENTITY, DIGNITY and POTENTIAL of each Indian child, so that he might acquire mastery of himself and his environment, and be able to advance on the road to independence and self-determination."

#### C. 1973 Policy

In 1972, the federal/National Indian Brotherhood dialogue which had been developing following the 1970 Red Paper culminated in the presentation to government by the Brotherhood of their position paper, "Indian Control of Indian Education." The acceptance by the federal government of the basic goals expressed in the paper constituted a major policy change in Indian education.

Since 1973, based on their mutual recognition of the principles of Indian control of education and the meaningful involvement of parents, the Department and Indian authorities have been engaged in the process of creating structures and implementing programs. The goals of reinforcing Indian children's cultural identity and preparing them for involvement in the economic life of the country have been kept in focus. On the other hand, the decentralized nature of Departmental administration has tended to cause substantial differences in approaches to implementation and consequent inconsistencies in program development.

The joint 1973 policy can be briefly summarized as follows. A more substantial executive summary is provided in Annex A.

### 1973 Policy

#### Local Control and Parental Responsibility

- "To
- reinforce their Indian identity
  - and
  - To provide the training necessary for making a good living in modern society".

### Key

The control of the educational process at the local level is the element which is spelled out as the key to achieving the educational ends of Indians.

### Components of Local Control

1. Band Education Authority.
2. Authority to be responsible for:
  - establishing educational priorities and budgets;
  - hiring of staff;
  - developing and directing the program;
  - administering on-reserve physical plants;
  - evaluating programs on and off reserve;
  - providing counselling services;
  - administering student assistance programs.
3. Prime responsibility for:
  - reviewing existing agreements;

- negotiating new agreements;
  - inclusion of local concerns in master agreements.
4. Achievement of meaningful representation on provincial school boards.
  5. Involvement in staff training processes.

#### Implementation of Local Control

"It will be essential, to the realization of this objective that representatives of the Indian people, in close cooperation with officials of the Department of Indian Affairs, establish the needs and priorities of local communities in relation to the funds which may be available through government sources."

and

"Band councils should be given total or partial authority for education on reserves, depending on local circumstances, and always with provisions for eventual autonomy, analogous to that of a provincial school board vis-à-vis a provincial Department of Education."

#### D. Indian Act Process

A natural follow-up to the policy paper "Indian Control of Indian Education" was the presentation to the Department in September 1976 by the National Indian Brotherhood of a paper proposing revisions to the education sections of the Indian Act. Although the goals of the policy proposals of the National Indian Brotherhood were accepted in principle by the Minister in 1973, there is no direct legal basis in the Indian Act for the transfer of educational programs from the control of the Minister to Indian bands. The main thrust of the amendment process was consistent with the 1973 policy: i.e., to allow for the fullest control possible by bands within the parameters of ministerial accountability requirements. It was inevitable then that, faced with a gap between expectation and reality, the Indian people should seek to legalize and stabilize their position in taking over control of the education of their children.

The main thrust of the proposed revisions related to a system of charters, under which the Minister would be empowered by Parliament to delegate all his powers and jurisdictions to band councils with respect to providing for the education of the members of the band. Proposed changes had been discussed with senior management and staff. The Department communicated a formal response on the practicality and feasibility of the proposed changes before the process was interrupted. In terms of education, the suggested revisions are as follows:

#### Summary of NIB Suggested Revisions to Indian Act

- 1) New definitions for "education" and "school" substantially broadening the scope of federal responsibility.
- 2) Increased financial obligations of the Minister and power to delegate administrative responsibility to bands.
- 3) Band delegation by means of a charter.
- 4) Charters confer "all the powers of the Minister and the Governor in Council".
- 5) Referenda before granting charter.
- 6) Act to include off-reserve services.

#### Departmental Concerns

The amendments would vastly expand the present responsibilities of the Minister and the obligations of the federal government for funding, while at the same time requiring the Minister to delegate "in toto" that responsibility when Band Councils assumed control of education services.

#### Departmental Response

- 1) Retain ultimate responsibility but enter agreements with bands capable of control.
- 2) Specify procedures for budgeting, administering and accounting consistent with the Financial Administration Act.
- 3) Controls on quality to meet required provincial standards.

- 4) Develop procedures for charters and referenda.
- 5) Specify relationships of bands and Minister. (e.g. as between Provincial Departments of Education and Boards).
- 6) Specify band jurisdiction.
- 7) Specify conditions for amending or terminating existing agreements.

E. Mid-70's Education Circulars

In the mid-1970's, a series of Education Circulars were drafted in the Department. These guidelines were instructions to departmental staff. They were intended to explain policies, establish program standards, describe implementation procedures and set funding limits. They were developed as basic assistance to officials to plan, develop programs, and manage the Department's activities and operations. It was planned that they would be a primary source of information for Indian bands on education policies and procedures of the Department. However, when the National Indian Brotherhood rejected these guidelines, on the grounds that the organization had not participated in the drafting, the Department abandoned the effort to introduce guidelines.

Subsequently, in 1978, the Department published an "Education Policy" Circular (E-1), which outlined the current policies of the Department, which included the changes in the delivery of educational services developed jointly by the Department and Indian representatives over the previous several years, and which reflected the viewpoints which had been expressed by Indian leaders. Strong pressures from the Indian political organizations eventually led to the Department's decision to withdraw the circular.

F. Conclusions on Policy Evolution

It has become evident today that, since 1973, the failure to establish guiding principles, which would both reconcile expectations and provide operational guidelines has impeded the development of Indian education and implementation of the Department's policy.

The Department's policy thrust has been consistent throughout the exercises of the 1973 policy, Indian Act revisions, mid-70's circulars, and the E-1 Circular of 1978. We do not see any reason to change this policy but we reiterate the

need to establish the operational parameters for its effective implementation. Bands which administer programs have a better understanding of government requirements. It is hoped the climate is more receptive, particularly at the local level, thereby avoiding another political impasse so we can concentrate on the important task of educating children.

HISTORICAL TRENDS IN INDIAN EDUCATION

The purpose of this short paper is to place the current situation in Indian Education in perspective by tracing the influence and trends which affected its development.

## HISTORICAL TRENDS IN INDIAN EDUCATION

The purpose of this short paper is to place the current situation in Indian Education in Canada in perspective by tracing the influences and trends which affected its development. For brevity the paper divides the period covered into specific time segments each of which was characterized by a dominant theme. Identified for this purpose are the following periods:

- I. Pre-European Contact - Indian Traditional Education
- II. Approximately 1600 to 1750 - Early Missionaries
- III. Approximately 1750 to 1850 - Beginnings of tangible support for education.
- IV. About 1850 to 1950 - Segregation for protection and administrative convenience.
- V. 1950 to 1970 - Integrated education in the direction of assimilation and greater community involvement and responsibility.
- VI. 1970 to Present - Government support for Indian initiatives and local control in education.
- VII. Present lack of clear understanding regarding the nature of governments' responsibilities in Indian education.

### I. Pre-European Contact - Indian Traditional Education

When Europeans first came into contact with Amerindian peoples they were able to observe well-established education practices designed to ensure cultural continuity, and through which the youth were provided with the life skills necessary for their future roles in their societies. The remainder of this paper will indicate that this period in the history of Indian education was to date, the only period when the training of Indian children was designed, planned and implemented by Indian people for Indian children to prepare the children for the environment in which they were to live.

### II. The Early Missionaries - approximately 1600 to 1750

From about 1615 in New France, schools are operated by missionaries. Typically these would only operate for about five or six years before various circumstances would cause them to be closed down. The programs concentrated,

naturally, on religious matters. Basic formal instruction was also given in Indian languages. It was considered beneficial for Indian children to be schooled along with the colonists' children since acculturation and assimilation were the stated goals of the authorities. Charitable societies in the European homelands provided funds for Indian education, and non-Indian children in Canada benefited from the services these provided. It was a widespread practice to apprentice Indian youth to colonists to receive instruction in skilled trades and farming; the indenture period might last from four to fifteen years.

For a considerable period the main moving force in European-style education for Indians continued to be various orders of the Roman Catholic Church. The advent of English language education was about a century behind the French but received added impetus after the Royal Proclamation of 1763. This period saw a series of developments in Indian education characterized chiefly by a vacillation on the part of the various religious denominations and pre-Confederation governments dominated from Europe, and by fledgling colonial governments as to the educational programs to be offered to Indian children. Indian leaders here did not place a high priority on government style education - land and trading (bartering) for visible and tangible rewards were predominant in Indian and European government transactions. It was also a period when decisions regarding the education of Indian children were made in Europe and in most cases were made on the basis of what would be most advantageous to the European settlers in North America.

III. Approximately 1750 to 1850 -Beginnings of tangible support for education

British and French influences continued to dominate during this period. Integrated education was practised where possible. The Churches' dedication to converting Indians to Christianity ensured that resources were assigned for this purpose.

Several phenomena of the period are noteworthy. European educational methodologies such as the Madras system, utilizing pupil-tutors, were introduced. Provinces and major trading companies contributed to the development of education for Indians and the use of native languages by missionary educators remained a prominent feature.

In Upper Canada, in 1784, the Six Nations community had schools and churches when other parts of the Province were without them. The Indian College at Sussex Vale, New Brunswick, which was one of six founded by the New England Company, received provincial grants after 1819 when it adopted the Madras system of teaching. In 1824 Thomas Davis, an Indian Chief, donated his house as a school to the Methodist Church and retired to his log cabin in the woods.

About 1820 similar church-initiated projects had begun in the West. In 1836 the Reverend James Evans, having developed a Cree syllabic orthography, produced the first Cree grammars and primers. Previously, in 1833, Father Belcourt at St. Eustache was credited with having developed a Chippewa language grammar for use in his work. The first two Indian "industrial schools" were established under the auspices of the Wesleyan Methodist Society in 1848 at Alderville and in 1849 at Muncey, Ontario. Despite the advances the vacillation as to a clear governmental political decision regarding Indian education continued. Governmental decisions were related more to the best means of development of the colonies than to the rapidly changing educational requirements of Indian children.

The close of the period saw the beginnings of a non-Indian belief that these natives should be educated apart from the other North American inhabitants partially to protect the natives from social exploitation. It should be noted that certain funding practices at the time for Indian education provided a degree of local control by the Indians as did certain statutes enacted by the pre-Confederation governments.

IV. About 1850 to 1950 - Segregation for protection and administrative convenience

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Based on Government perception that the social climate of the growing immigrant communities was harmful to Indian interests, the period from about 1850 was characterized by schooling for Indians which was segregated in order to be protective.

Confederation entrenched federal responsibility for legislation concerning Indians and lands reserved for Indians. The concentration and segregation of Indians on reserves to facilitate the delivery of federal social and health services was paralleled by the various Christian denominations vying with each other in establishing schools to support the process of conversion. The British North America Act rendered defunct several pre-Confederation

statutes which had previously been passed in respect of Indian affairs and responsibility for the 50 or so Indian schools existing at the time devolved on the federal government.

Canada's growth westward in the third quarter of the 19th century accelerated the concluding of Treaties with Indian groups. Some of these contained provisions related to schools.

These clauses specified a minimal type of education service such as the paying of the salary of a teacher. Controversy continues between Government and Indians with regard to the interpretation of the intent of these statements in certain treaties. The period also saw the rise of the residential school program (segregation) beginning with a small number of residences (religious boarding schools).

In the early 1800's the churches had built a number of student residences, most of them small homes, the cost of construction of which was borne entirely by the churches. By Confederation the only one which the Government of the time recognized and supported as a government responsibility was the Mount Elgin Institute at Muncey, Ontario.

Until the passing of the BNA Act in 1867 Indian education remained the almost exclusive domain of the Roman Catholic and Protestant denominations. Prior to 1867 some minimal financial support continued to be given to the churches in Upper and Lower Canada by the Government. With the passing of the Act Government's involvement in Indian education increased somewhat but it was not until 1892 that financial support of any consequence was provided by the Federal Government.

In 1892 an Order-in-Council was passed promulgating regulations governing the operation of residential (and industrial) schools. The buildings were to be the joint responsibility of the Government and the Church management. Books and educational supplies were to be provided from appropriation whereas maintenance, salaries and other operating expenses were to be paid by the Church management with assistance from the Government by way of per capita grants.

The rate of the grant was fixed for each school and adjusted periodically. The Department made regulations pertaining to standards of instruction and domestic care and appointed inspectors to enforce these standards. This Order-in-Council governed the financing of Indian residential schools until 1958.

It should be noted that the real cost of operating during this period was difficult to establish since many of the employees worked long hours for minimal wages because, in effect, they were working for the churches. Many administrative costs also did not appear because the administration was provided by the hierarchy of the churches.

By 1900 the churches and the Government were operating 61 residential schools to provide for an enrollment of 3,257. This increased enrolment necessitated the construction of more classrooms on the reserves. The responsibility for providing this increase in accommodation was shared by government and the churches. In 1900 then all the residences were operated by the churches but some were Government-owned and the rest church-owned. This parallel growth of federal and church institutions was to become significant in the relationship between the Government and the churches. It influenced greatly both the establishing of additional student residences and also the later movement to close residences during recent years.

The large majority of Indian children in the years from Confederation to about 1950 received their education in residential schools on reserve lands. It has been noted, however, that during this period a small but significant number of Indian people achieved high academic levels.

- V. About 1950 to 1970 - Integrated education in the direction of assimilation and greater community involvement and responsibility.
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Between 1946 and 1948 the Special Joint Committee of the Senate and the House of Commons on the Indian Act held sessions throughout the country. Time and time again various Indian groups demanded an end to the policy and practice of segregated education. Largely as a result of this, things began to change.

In line with the integration movement the Department began entering formal contractual arrangements, now known as joint school agreements, with school Boards and Provincial Departments of Education for the education of Indian children along with non-Indian children.

The first such agreement involving the cost-sharing of school accommodation (as distinct from tuition fee arrangements) was entered into in 1949 between the Department and the Province of Manitoba on behalf of the South Indian Lake Band.

From then, the movement steadily grew until by 1979, the Department had entered into 683 such agreements providing for the accommodation of 48,757 Indian children in provincial schools, a figure which represented approximately two-thirds of total Indian school enrolment.

During the last few years of this period, a new trend became evident as increasing numbers of Indian Bands expressed their desire to control their own programs. For a period these two trends gave rise to conflict situations in that many interpreted local control of education as synonymous with expansion of on reserve schools. Since then the concept of local control has been interpreted in much broader terms.

Between 1956 and 1970 there was a dramatic rise in Indian enrolment in Provincial school systems. There was much experimentation in integration. The federal government's intention was to facilitate Indian attendance in Provincial schools through contractual agreements. Provincial curricula were introduced into federal schools and levels of service were improved to enable the smooth transfer of children to provincial jurisdictions. There was increased parental involvement in education following government encouragement of the formation of School Committees. In 1963 the Department made provision for the organizing and minimal funding of these. By 1971 there were 215 such Committees in existence, with greatly increased areas of responsibility. By then their influence on the Department's administration of education had become a significant factor in the development of Indian education. The Hawthorn Report of 1967 provided an in-depth analysis of the political, economic and educational problems of Indians. Its recommendation that Indian students should be integrated with the rest of the school population strengthened Government resolve in pursuing this policy. It was believed that decentralization of the federal system would increase efficiency and allow for increased Indian involvement. It was considered that provincial systems were able to offer better programs and a wider range of educational opportunities. Above all it was thought the the economic and social assimilation of Indians could be brought about by this means.

In June 1969 a Government White Paper proposed the elimination of all constitutional and legislative bases of discrimination against Indians. It addressed the question of education by advocating that all education services be provided by provincial agencies. Indian reaction was explosively negative. Indian leaders pointed out that, until the socio-economic status of Indian people approximated the

level of other Canadians, the discriminatory provisions of legislation constituted a modest kind of protection which they could not afford to lose. The discussion of jurisdictional matters served to raise further Indian consciousness of the need for self-determination, for active Indian participation in the remaking of an Indian education system.

The Fifth Report of the Standing Committee on Indian Affairs in 1971 began by pointing out that Indian and Inuit Education had been the victim of the "day-to-day, year-to-year improvisation attitude of successive governments which regarded Indian education as a passing thing, soon to be handed over to the provinces". Its recommendations reflected a renewed commitment by Parliament to Indian education and endorsed many of the positions being voiced at the time by Indian associations and individuals. The Report stressed the need for Indian concurrence before any transfer of students to provincial systems, special training for teachers, greater cultural relevance in curriculum, pre-school education, greater powers for School Committees, and the phasing out of residential schooling for younger children.

The viewpoints expressed by the Indian leadership to the Standing Committee were formally presented to the Federal Government by the National Indian Brotherhood in 1972 in the position paper, "Indian Control for Indian Education". In this statement Indians reclaimed the right to direct the education of their children by invoking the principles of parental responsibility and local control of education. Early in 1973 the Federal Government indicated its acceptance of the principles embodied in the paper as the basis for future development in Indian education. The agreement did not change the legal context within which educational services are offered to Indians; it did however lead to the adopting of administrative procedures based on the principles concerned.

Unfortunately the extension of Indian control over education has grown in a somewhat uncoordinated manner across the country. Perceptions of the nature of Indian control vary widely. Obstacles to the development of systems exist in both legislation and government regulations, with funding levels being the most frequent contentious issue between the Department and Indian education authorities. Despite the ambiguities concerning this aspect of Government/Indian relations, however, the growth of Indian control has proceeded to a point where over 24% of the Indian elementary and high school student population, are in Indian-administered schools.

Indian control is not of course restricted to band-administered school programs. High degrees of Indian control may exist in what may have become only nominally federal programs. Even within Provincial jurisdictions, where Indian control is admittedly more difficult to achieve, mechanisms for enabling greater involvement of Indian people in education are being developed. These include enabling legislation for Indian representation on school boards and the participation of Indians in the concluding of agreements for the education of Indian children in provincial schools.

A significant factor in the development of Indian education is that, since Confederation, Provincial authorities have constantly revised their legislation to ensure the rational development of their education systems; Indian education has not been supported by any meaningful parallel development within the federal jurisdiction. If Indian education is to remain within federal jurisdiction government will have to remedy this lack of an up-to-date legislative base for action. A modern education system cannot be administered on the basis of Section 4(3) and 114 to 123 of the present Indian Act.



A Venture in Indian Education

Minister's Address to the  
Council of Ministers of Education, Canada  
Regina, Saskatchewan.

June 23, 1972

by  
The Hon. Jean Chrétien  
Minister of Indian Affairs and Northern Development

I am here to speak with you about educational services for Indian children. We are partners in a venture which is extremely important and our mutual intention to do a good job will be useful in taking an honest look at the program as it exists. What I propose for the next few minutes is an inventory of the needs in education of these children, with a look at how these needs are being met and what still remains to be done, both by ourselves, the Federal Government, and by you, the Provincial Education Ministers, representing your respective Provinces.

The Federal Government has the legal responsibility for the education of Indian children. Historically this obligation was met by maintaining schools on reserves or providing residential school facilities. When circumstances seemed to indicate, in the early 1950's, that other alternatives were needed, we looked to the Provinces with their established education systems. While this was a necessary and inevitable development, it does not alter our basic responsibility for the education of Indian children.

Education services as provided by the Provinces are through joint agreements which are negotiated between the Federal Government and a provincial government, or between the Federal Government and local school boards or other school jurisdictions. These may be master agreements or agreements involving either capital expenditures or tuition payments.

The obligations assumed by both parties under the terms of these agreements may not be as clearly understood as they should be, so it is worth a few minutes to examine them now. On our side, we were satisfied, somewhat narrowly, perhaps, that our responsibility was met once we had bought and paid for services. As a result of Indian representation, we have realized that paying the bills is not enough. With the participation of the people concerned, we have the responsibility to examine the suitability of the services, to anticipate problems and to evaluate the success of programs.

What are the obligations which provincial education authorities undertake when they sign a joint agreement? In addition to basic items such as buildings, equipment, books, materials, which can easily be tabulated, there are other more essential elements which are less easily examined. These include curriculum, teachers and administration. In turn these elements determine (a) social and cultural relevance, (b) quality of instruction, and (c) liaison with the community. Until only recently, some school boards contracting to provide educational services for Indian children have not fully understood the extent of their responsibility. Indeed, it is not a simple case of opening the school door to a particular group of children, assigning X number of seats, closing the door and carrying on as before. Following their own, often negative experiences,

local educators are realizing that much more is needed. In most cases they do not know what to do, or how to bring about change. They are looking to us for leadership, and it is my intention to outline for you today the kind of educational services required by Indian children. Then, you in your turn can establish guidelines and policies which will provide the framework in which your educators can develop adequate and appropriate educational programs.

It is necessary at this point to be very frank about the future of this type of agreement. As you are aware, the Federal Government has been asked by several provincial Indian organizations to terminate the signing of joint agreements in which only two parties are represented. Many feel that the local band council should be the second party to any agreement signed; that the Federal Government, as the funding body, be the third party; and the first party will be the particular school jurisdiction with whom the agreement is made. In most cases, the Indian people have no representation when agreements are discussed. It follows, then, that Indian parents do not know what to expect from the provincial school system. There is very little clear definition of their rights and duties in this educational arrangement. But this is not an insoluble problem. At the present time, the Federal Government and the Indian people are working it out. The Indian people are now prepared to review existing agreements, to make necessary recommendations for their revision, termination or continuance. I will just say here that future requests for services from provincial governments and their institutions will be initiated by the Indian people in their role as an active party in joint agreements.

How will this affect you? Only for the better. First of all, your local school boards should be better able to respond to the needs of the Indian children since they will be in direct communication with their parents. Second, the Federal Government will continue to provide all necessary financial support for improved and enriched programs, which will benefit non-Indians and Indians, alike.

We feel that any moves we make in this direction will receive strong support from the Canadian public. In a country which bases its education system on two principles: parental responsibility and local control, the aspirations of Indian parents in this regard should be readily understood by other parents.

Let us look now at the present status of education for Indian children in provincial schools. In the past twenty years the number of Indian children attending school has increased rapidly. In 1954 the number was 48,000; in 1972 the school population is 72,609. In 1945, less than 100 Indian children were enrolled in provincial schools; today there are 43,626. This is 60% of the total school age population. A majority, therefore, of all Indian children are

being educated under your jurisdiction. With very few exceptions, they constitute a minority in any single school population. In accepting responsibility to provide educational services, you, the Provincial Education Ministers, must share with me the determination that this minority group will have equal opportunity to receive the best education possible. This means much more than simple availability of space. When we provide equal opportunity we must provide an ambience which will foster awareness and comprehension of the cultural factors which determine the aptitudes and needs of each child. If you will examine with me some of the results of our educational venture, I think you will agree that the present situation can be improved.

Figures compiled in 1968 showed that about 50% of Indian students do not go beyond Grade 6; about 61% fail to reach Grade 8. Between Grades 1 and 12 there is an approximate 94% to 96% loss. Compare this with the national rate of drop-outs for non-Indian students over a 12 year period: it is roughly 12%. While almost 100% of Indian secondary school pupils attend provincial high schools, the number who graduate are pitifully few. Indeed, there has been an increase in the number of Indian children attending school, but there is also a corresponding increase in retardation and drop-outs.

Unemployment figures in Indian communities far exceed national percentages. Penal institutions supply equally alarming figures on the increase in the proportion of Indian inmates to the rest of the population. Unemployment and delinquency often follow educational failure. If we want to evaluate honestly the success of education for Indian people, we must look beyond the four walls of the classroom and ask: Is this education good for life?

While some have succeeded in the system: . . . what is it? . . . something like 5%; we cannot be satisfied with this kind of a record. It behooves us . . . at every level . . . to roll up our sleeves and tackle this problem with understanding and determination.

Let us examine now the concept of integration as it is related to the education of the Indian child and to his future. I would be surprised if any two of us involved in Indian education . . . whether teachers, pupils, principals, parents, federal education officers, provincial education officers, Ministers, . . . could agree on a definition of integration. One Indian student labeled his education a "white-wash" . . . a process to equip him with white values, goals, language, skills needed to succeed in the dominant society. This, I am sorry to say is about all that some schools have been trying to do. Integration interpreted as a unilateral change is unacceptable to the Indian people. Our concept of integration must be revised to recognize the unique contribution which Indian culture and language have made to the Canadian way of life. Integration

should protect and foster the Indian identity and the personal dignity of each child. Integration should permit a child to augment the natural abilities, which derive from his culture and family, with academic and professional training, enabling him to lead a full and satisfying life as a productive citizen of his community and country. It is evident that some concept of integration must prevail in individual schools and in the minds of individual educators. If it is of the whitewash variety, it is one of the factors which accounts for poor achievement. The school can serve no purpose in the child's world. Rather it alienates him from his own people. When this alienation becomes intolerable, the child leaves school.

Another factor in failure can be found in the curriculum. In the past years there has been very little recognition of the importance of cultural heritage in the learning process. This was largely due to lack of scientific information. Children, nevertheless, had to endure a cookie-cutter education from well-intentioned teachers, who were determined to turn out functional and identical Canadians. Today we have the benefit of research, and we know that value differences, language differences and cultural differences -- all make a difference in the learning habits and goals of children of native Canadian descent. We know now that it is desirable to foster these differences and to create a classroom climate in which the unique potential in each child will have the chance to emerge and develop.

I cannot stress strongly enough the role which teachers play in determining the success or failure of many young Indians. As one observer put it: there are drop-outs and there are push-outs.

Teachers who are ignorant of Indian culture, psychology and history: teachers who do not recognize that the innate intelligence of an Indian child is equal to that of a non-Indian: teachers who are unable to teach English as a second language: teachers who harbor prejudice or practise discrimination in any form: these teachers are pushing Indian students out of school.

Among reasons for school drop-out must be included lack of parental encouragement to continue. This is an extremely complicated problem on which hinges several other very crucial questions. I will try to summarize the situation so that you can be aware of all that it implies.

When a child has arrived at the point where truancy, poor grades, negative attitudes constitute a major crisis in his life, more often than not he has arrived there alone. This is not due to lack of concern on the part of his parents, but rather to a lack of knowledge and involvement in his education. Until now, there have

been too few opportunities for parental participation. Consequently, it is safe to say, that we can measure the degree of success of the children by the degree of involvement and the degree of responsibility of parents in the education process. I am pin-pointing this problem here, and a bit later on, we will look at some ways by which this situation can be remedied.

In addition to this, parents have a problem of communication. This is not only a language barrier, but something much more basic. On the part of teachers and principals, there is lack of empathy and understanding. On the part of parents there is timidity and suspicion. Evidently there is no facile solution for this, but you will agree with me that an initiative is called for and we must not be satisfied with polite murmurs of regret.

The problems surrounding joint agreements are interlocking and overlapping. It is difficult to isolate one from the other. We saw that a narrow concept of integration will be supported by rigid and constrictive curricula. Teachers in their turn may be agents of a culture which is alien and values which are inconsonant with those of the child. Until now, parents have remained on the fringe, powerless to influence policy, curriculum or teachers; helpless witnesses to the failure of their children.

I say, "until now" advisedly. With increasing frequency and growing urgency, I have been receiving representation from parents expressing dissatisfaction with the education which their children have received, both in federal and provincial schools. As I have shown you, the facts are on their side, and it is imperative that we listen.

I mentioned earlier that in several Provinces we have suspended negotiations on joint agreements at the request of the Indian people. In recent months, I have received many petitions from local groups . . . representing every Province in Canada . . . to reverse an existing federal-provincial agreement by returning a specific school to federal administration. In most of these cases the operation is not a difficult one. However, the terms of some existing agreements are such that a reversal would not be possible or feasible under present conditions. If and when these cases arise we will have to find other alternatives, keeping in mind that the concern of the parents is our concern also: the best possible education for their children. In places where negotiations are underway to reverse an agreement the common denominator is dissatisfaction with the system and the wish of the Indian parents for fuller responsibility in education.

The task they set for themselves is not an easy one, but we have the example of competent leadership among members of school committees and band councils, which augurs well for the future of Indian education.

Pressure is on us to provide needed changes and improvements in the reserve schools. Pressure is also on to see what can be done to improve services in the provincial schools. My intention as Minister of the Indian people, is to bring the legitimate concerns of the people I represent to your attention. You are the leaders of education in your Province. We look to you for assurance that the services which we have agreed upon will truly meet the needs of the Indian children attending your schools.

As I pointed out before, our agreements go much further than just providing space for little bodies. Educators must be concerned with the child as a person. The trend in recent years has been toward individual instruction, allowing the child to progress at his own pace. I suppose when all of these little individuals resemble each other, the task isn't too difficult. But given one or two individuals who speak a different language, who have different learning habits, who have a different cultural and social background: then things become interesting ..... and a teacher may very well be unable to cope with so much difference. We all advocate equal opportunity, and we all would strive to provide equal opportunity; but in practice, once the children have equally entered the classroom, there is a subtlety which intervenes negating, in effect, the intent of this worthy objective. This has to do with the teacher...unable, perhaps to give equal instruction to some of the students. It also has to do with curriculum. An honest appraisal of the programs, texts, subject matter, which are now in use in Canadian schools, will show that with very few exceptions, the curricula do not give an equal chance to Indian students to develop personal identity, dignity and potential. Equal opportunity is further violated by current practices in representation on school boards.

These three critical issues: representation, curriculum and teachers, are the ones we must tackle if Indian children are to benefit from education in provincial or federal schools. I have tried to show you the needs which exist, with a brief look at what is now being done. If you will allow me a few more minutes, I would like to complete this inventory by a look at what remains to be done, with some suggestions on how we can move toward improving educational services for Indian children.

First, with top priority, is the right of the parents to an active, decision-making role in the education of their children. Future joint agreements will respect this right, not only in the original

agreement, but in the application and review of its conditions. One option which could be available to local band councils is the operation of reserves as school districts or divisions. I understand that in most Provinces establishing Indian reserves as units of school administration within the provincial structure would be relatively easy if the matter of financial responsibility is established. We are prepared to give this financial support to any band councils desiring to take advantage of provincial laws in this regard. In the case of northern communities there need not be division between Metis, registered Indians and others. If everyone would be willing, the school district or unit could be large enough to include the whole community. Native people and whites could serve together on the same elected school board. The costs of this program for Indian pupils would be financed by the Department of Indian Affairs and Northern Development; the costs for Metis and white pupils would be the responsibility of the provincial government and/or local taxation.

We can see a further advantage in the decision by a band council to establish a school board on the reserve. This could open the way for non-Indian students to attend schools on reserves. In many places in Canada the geographic and population centre for a district school is on an Indian reserve. In one case that comes to mind, the reserve school has a larger enrollment than the surrounding schools. Consequently, it is financially sound to offer special home economics and industrial arts programs in the federal school. Non-Indian neighbors are invited to share the special facilities; the cost to the taxpayer being but a small fraction of that which would be needed to establish separate facilities.

Negotiations are currently under way between a local tribal council, a neighbouring school board, a provincial Department of Education and the Federal Government to construct a school on the reserve for the use of Indians and non-Indians. This will be the first real cooperative venture in full integration; a radical departure from the prevalent restricted view of integration. Until now, the onus has been on the native person to integrate, to change, to learn other ways. We believe this should be a simultaneous, cooperative experience on the part of both races. We have great expectations for this initial move to full integration.

Recalling that 60% of Indian children are actually attending provincial schools, I must emphasize the urgent need to make provision that these children be represented on local school boards. I will not attempt to discuss how this can be done. Each Province must deal with it in the context of the provincial system. I would only point out that laws already on the books are not necessarily effective, and may need a closer look. Neither is permissive legislation enough. The days of tokenism are long gone. We are talking about responsible representation and full participation.

On the subject of curriculum, there are several points which must be made. When Indian parents ask that the curriculum recognize their cultural values and customs, their language and their contribution to mankind,...do not make a mistake...they are not asking for the moon; their request is legitimate and reasonable. Remember: the greatness of a people is not judged by the number and size of their buildings, or by how much money they make. The greatness of a people is judged by their values and by their actions. It is to our benefit and that of our children if school programs would include traditional Indian culture, with its great value system. This is a culture that is rich and rewarding in its ideas on how to live happily as a human being. There is here a rich source of human knowledge for peoples of all cultures. The curriculum, far from being impoverished, would be enriched by this infusion of the cultural content of a race which ranks with the oldest in the world.

I would like to underline also, that this cultural heritage is not exclusive to the 43,000 registered Indian children attending provincial schools. An equal number and more, of non-registered Indians and Metis share the same racial origins and in most cases have the same cultural background. They are experiencing the same failure rate, for the same reasons. It is generally accepted now, both on the basis of observation and controlled research, that in the case of native children, the reasons for dropping out of school are cultural and social, rather than intellectual. We cannot ignore this fact. Again, I will not attempt to detail how curriculum change should be handled. I will only cite some initiatives which have been taken by certain Provinces: efforts which must be commended and encouraged.

In the area of text-books, there have been several notable surveys to identify content which is derogatory, biased or inaccurate. I hope that these will be replaced by other texts which emphasize the importance of the Indians' role in Canadian history. A few Provinces have appointed an educator of native ancestry to the curriculum staff. This specialist will supervise the production and distribution of curriculum materials designed for the use of both Indian and non-Indian pupils. My sincere wish is that these native consultants will increase and multiply. If you are not familiar with the many new publications by Indian writers, or with the curriculum material developed by Indian educators, I invite you to examine these at your earliest convenience. Indian Studies programs are increasing, not only at the university level but in junior and senior high schools. A few schools offer Indian language as a credit course. These are excellent beginnings, and I would only suggest that closer consultation with the Indian people concerned in a specific school venture, would assure not only an enriched program, but in many cases the availability of instructors and

lecturers of native ancestry who are capable of organizing these programs; making the difference between a mediocre course and a superior one.

We could devote an entire session to the topic of teachers of Indian children. What I have already said can only emphasize how necessary it is that teachers be required to follow courses which will prepare them for cross-cultural situations, as well as give them skills in curriculum development and adaptation. Indian history and culture, as well as anthropology are courses which should be mandatory. The Departments of Education of several Provinces offer summer courses for teachers of Indian children. This is excellent. We want to see these programs expanded and improved.

But we are a long way from the program that is needed: a teacher training program that will assure that every teacher going into Indian education has a specialized training in intercultural education and has a special knowledge of the cultural and linguistic background of the children he will be teaching. Probably less than 10% of the primary grade teachers teaching Indian children in the federal and provincial systems have any knowledge of the local Indian language. If any progress is going to be made in improving educational opportunity for native children, it is basic that we start with a reform of the teacher training programs.

In examining the opportunities for Indians to train as teachers, we know of a few programs which are designed especially for native persons who have talent and interest, but lack minimum academic qualifications. These are recent endeavours and will require more time and support before we can assess their value.

I am very glad to hear that plans are being made in one Province to introduce a special teacher training program which will allow native people to upgrade their academic standing at the same time as they are receiving professional training. More of these programs are needed in every part of Canada.

Teacher assistants play a key role in the primary classroom. But there are not nearly enough to fill all the demands. The few existing programs which have proven successful over the years, should be studied and introduced in other parts of Canada.

In all of these programs a certain amount of innovation and departure from existing teacher training standards and requirements is necessary. I don't pretend that this will be easy, but I urge you to explore all of the possibilities and alternatives, to take positive steps to meet this extremely critical shortage of properly trained teachers for Indian children.

I want to leave you with two thoughts, which will pretty well summarize everything I have said here.

First: The education which is now available to Indian children in federal and provincial schools needs lots of improvement. Evidence is in the continuing high drop-out rate. Lack of properly trained teachers, lack of curriculum relevance, and lack of parental involvement, can be cited as major factors in this failure record.

Second: It is our obligation, mine and yours, to respond to this need: to recognize the right of native people to equal educational opportunity without their being divested of cultural identity in the process. The most important steps we can take are:

- to insure full participation by Indian parents through the formation of Indian reserves as school districts and through full representation on school boards.
- to develop appropriate curricula and curriculum materials in consultation with Indian parents and educators.
- to expand teacher training requirements to include cross-cultural studies for all teachers of Indian children, and to encourage Indian people to enter the teaching profession.
- to meet the demand for teacher assistants who speak the native language, especially in pre-school and primary classrooms.

A child who is faced with prejudice in any form, discrimination in any form, or indignities in any form, will grow up to be critical and hostile. But a child who lives with approval, acceptance and encouragement will learn confidence and faith in himself. Our schools can be set up to provide for individual differences... to provide the climate in which the child will frequently experience success, no matter how small, so that each step taken will lead slowly but surely to new challenges and new conquests. Unless we make such provision, we can expect nothing more in the next 20 years than we have reaped during the past 20 years.

This then is the challenge: to explore all possible avenues and to use the best means to promote the IDENTITY, DIGNITY and POTENTIAL of each Indian child, so that he might acquire mastery of himself and his environment, and be able to advance on the road to independence and self-determination.



EDUCATION PROGRAM AUTHORITIES

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| 1. | Treasury Board Minute No.<br>527861: 6 March 1958    | Authority to operate kindergartens<br>on reserves   |
| 2. | Treasury Board Minute No.<br>601776: 9 March 1963    | Authority to enter into agreements<br>for the tuition of Indian children<br>with Provinces, the Commissioners<br>of the Territories, Separate<br>schools, etc.  |
| 3. | Treasury Board Minute No.<br>618950: January 1964    | Authority to provide assistance to<br>Indian adults in training.  |
| 4. | Treasury Board Minute No.<br>645116: 23 August 1965  | Educational Assistance to married<br>persons.   |
| 5. | Treasury Board Minute No.<br>656945: 25 May 1966     | Educational Assistance to married<br>persons.   |
| 6. | Treasury Board Minute No.<br>683751: 17 October 1968 | Authority for a program of financial<br>assistance with respect to the<br>training, mobility and<br>re-establishment of Indian and<br>Inuit residents of Canada.  |
| 7. | Treasury Board Minute No.<br>713491: 10 July 1972    | Cultural/Educational Centres<br>Program.  |
| 8. | Treasury Board Minute No.<br>725973: 9 May 1974      | Additional funding through<br>supplementary estimates for core<br>funding to band, district and Inuit<br>settlement councils (Northern<br>Quebec) Band operation of education<br>programs.                                    |
| 9. | Treasury Board Minute No.<br>751608: 8 July 1977     | Indian local government program<br>for approval of the terms and<br>conditions for transfer of<br>education capital funds to Indian<br>band councils for the planning,<br>design and construction of<br>education facilities. |

10. Treasury Board Minute No.  
751378: 1 November 1977 To authorize an accountable contribution to the National Indian Brotherhood and/or each Provincial and Territorial Indian Organization and its affiliates to provide an educational information and advisory service to Indian band councils.
11. Program Circular D 1:  
1 April 1976 Policies and procedures relevant to Indian local government.
12. Program Circular D 4:  
1 April 1976 Band-operated local services.
13. Treasury Board Minute No.  
752408: 24 October 1977 Post-Secondary Education Assistance Program - Policy and Administrative Guidelines.

## INDIAN EDUCATION

THE PROCESS OF TRANSFERRING RESPONSIBILITY  
TO INDIAN BANDS

Even a superficial analysis of the problems, associated with the transfer of responsibility for delivering educational services to band authorities indicates certain prerequisites to implementation. The following may be thought of as primary considerations; Indian and Departmental action in the past would bear this out:

- (i) A modernized legislative base  
The need is recognized for clarification of the Minister's role and responsibilities for Indian education. This may require a revision of the Indian Act or the enacting of a separate Indian Education Act. Simultaneously the Department and Indian groups would pursue changes in Provincial legislation to facilitate Indian educational development.
- (ii) Indian education as a social movement  
Any restructuring of the devolution process must emerge from a well-articulated philosophy, acceptable to Indians and Government, which indicates clearly the expectations of both, in terms of the effects of devolution on social and economic development.
- (iii) The community will  
It is recognized that the Department must support the process of achieving consensus within Indian communities concerning their commitment to local administration.
- (iv) The mechanics of transfer  
This implies a mutually agreed process, with timeframe, for the transfer of the decision-making function in a context of contractual obligations. An essential prerequisite is a pool of community skills commensurate with the obligations to be undertaken. Also implied is ongoing Departmental support in a changed role.
- (v) Resourcing  
A realistic approach to resource allocation recognizes both the Department's limited ability to respond as well as the changed operational needs inherent in a transfer to local control.

(vi) Intercultural factors

True devolution (as distinct from renting out the Department's programs to Indians) will take into account differences in traditions and value systems. The most essential element here is the need to sensitize those working at the intercultural interface.

PRACTICAL APPROACHES TO DEVOLUTION IN INDIAN EDUCATION

The following conceives of the devolution process as embodying three distinct phases. It emphasizes correct sequencing and coordination of community and Departmental action in a context of shared goals.

Because of the depth and scope of the transfer process ample time must be provided to ensure adequate attention to all three phases. The optimum time for this process would be a period of two years with an absolute minimum period of one year.

Phase 1 - Social Animation and Consensus Seeking

Education touches the life of every member in the community and is the core of all social and economic development. The magnitude and importance of this program dictates that the decision for local control should be made by an informed community membership.

Active community participation in the devolution process will ensure that local control is based on sound educational philosophy.

To gain the technical knowledge necessary to implement local control of education band members must be aware of the constituent systems that make it operational, and of the institutions which influence it.

- The band membership should be familiar with the academic program, be able to assess their educational requirements and set their educational goals.
- Information should be made available concerning services such as pupil transportation, building repair and maintenance, purchase of school materials and other related activities which support the academic program.
- There should be discussion of school management, specifically the respective roles and responsibilities of the policy making body, the education authority, and the executive arm, the education director and his or her staff.
- The band membership should become familiar with the academic programs, the support services and the education management systems in provincial school districts, Federal schools and private or parochial schools.

- To acquire a fuller knowledge of local control existing Indian-managed education systems should be studied.
- Knowledge of the powers of the Provincial Departments of Education is essential. Band members must also be aware of the roles of influential organizations and institutions such as teachers' federations, trustees' associations, and post-school institutions.
- The role and responsibilities of the Departments of Education before, during and after transfer must be made clear.

These objectives can be accomplished through meetings, workshops, reserve intervisitation, distribution of written material and the use of resource people.

The community, having gone through this information gathering process is now in a position to make a decision on Indian Control. This decision may be reached by means of a community referendum.

#### The Department's Responsibility for Phase I

1. Provide funding to the band membership for the information gathering and decision making process.
2. Discuss with the band membership the role and responsibilities of the Department before, during and after transfer.
3. Be prepared to attend meetings, provide information and act in an advisory capacity when requested to do so by the band membership.
4. Receive and accept the band membership decision on local control.

#### Phase 2 - Organization and Planning

The second phase of the devolution process is the period in which the management committee is organized, the available resources are assessed, the goals are established, an administrative capability is developed, and a plan of action is prepared for Phase 3.

- The band will organize a body to set the goals, to develop the policy and to manage the Education Program for the community.
- As a basis for goal setting an assessment will be completed of the academic program, the school facilities, the existing support systems and the aspirations of the students, staff and community members.

- Short and long term goals will be set and policy will be established for the education program. Provision will be made for future community assessment of goal achievement.
- An administrative unit proportional to the size of the education operation will be established. If the size of the education operation warrants the appointment of an education director, the Band will employ an individual qualified for the position.
- A plan of action will be finalized to address those matters that have been identified for completion before the community-controlled education operation commences.

#### The Department's Responsibility in Phase 2

1. Recognize the Education Board, authority or committee as the management body responsible for the education program in the community.
2. Provide funds to that body for the developmental and operational activities of Phase 2.
3. Participate in the assessment process.
4. When requested by the Band attend meetings; provide information and act in an advisory capacity.

#### Phase 3 - Preparation and Implementation

This phase will operationalize the previously established policy and goals. Staff will be trained and the systems will be put in place which will ensure a smooth start up when the community assumes control of the program.

- Where there is a need training will be provided to management, administrative and professional staff.
- An Education office will be established.
- A financial and administrative service will be established to handle such things as insurance, banking, purchasing, accounting, auditing and revenues.
- A staff management service will be established to deal with salaries, benefits, staffing methods, contracts, staff evaluation, staff termination, working hours, and other personnel matters.

- A building caretaking and maintenance service will be established to handle cleaning, repairing, heating, lighting and the provision of water and waste disposal for all Education facilities.
- A pupil transportation service will be established.
- Liaison will be established with Education Institutions and organizations such as post-school institutions, trustees' associations, teachers' organizations, Provincial school boards and Departments of Education.
- In cases where educational services for students have to be purchased outside of the home community arrangements will be made with appropriate authorities.
- A local control agreement between the Department and the Band will be finalized.

#### The Department's Responsibility for Phase 3

- Provide funding for the identified training needs and for the establishment of the Education office.
- Provide information, and assistance upon request in helping the local Education Management Team set up their various services.
- Finalize a local control agreement with the Band.
- Transfer to the Education board, authority or committee operating funds in accordance with the terms of the local control agreement.

#### SPECIAL IMPLICATIONS FOR DEPARTMENTAL OPERATIONS

##### (i) Funding

In the past Government has held unrealistic expectations with regard to the cost of the devolution process. This has too often been accompanied by equally unrealistic expectations on the part of Indian communities. Some standardization of financial support for both the start-up and the operational phases is desirable. The development of rational funding formulae may utilize a variety of indicators but should bear a relationship to Provincial practice, use a per student unit cost approach linked to the rate of inflation and acknowledge the dangers of overbureaucratization in any human endeavour. A major obstacle to bands opting for local control concerns the

condition of school buildings prior to devolution. To avoid controversy and problems after take-over a concerted effort is required to bring buildings up to a reasonable standard before the band takes over the facilities. If this cannot be accomplished prior to take-over then there must be an agreement between the band and the Department to have the work financed and completed after take-over.

Schools, teacherages and other buildings used in the education program are Crown owned. A mechanism must be developed to place these buildings at the disposal of the Indian authority at the time of transfer of control of education. If the education program should revert to Departmental jurisdiction, the buildings would be used for the Federal operation.

(ii) Role Change

Departmental staff have, to the best of their ability, assisted bands to assume responsibility for education. While some staff members have become quite experienced in the process of devolution there has been no special effort by the Department to develop, train or employ staff with expertise in the process. Indian control of education implies Indian people having total responsibility for and control of their education Programs, and the Department is responsible for assisting them to achieve this goal. Bands will continue to rely on the Department to help them achieve local control; the Department must therefore be prepared to provide expert assistance. The Department's education organization must train staff or acquire staff to provide this expertise. On a regional, and possibly a district basis, the Department must further change its administrative organization to meet the demands of this role change. To support this effort the Department must establish an extensive information system on local control. This system would collect and make available local control information.

(iii) Staffing Considerations

It is acknowledged that the transition to local control can be smoother if there is some degree of continuity in staffing. At present staff members with reasonable length of federal service for pension purposes are deterred from accepting positions with Indian authorities since their superannuation and other employee benefits are not portable. In cases where federal staff are made surplus, the credibility of the Department's commitment to

facilitating local control, while respecting the interests of all concerned, is perceived as linked with the way in which the work force adjustments are carried out.

(iv) Department/Band Education Agreements

A comprehensive contribution agreement for the delivery of the education program should be concluded between the Department and the Indian education authority to formalize the transfer. In addition to the general terms it is suggested that the agreement should contain the following salient clauses:

- The education board, authority or committee will provide to the Department a yearly financial audit report.
- A yearly program audit report on the locally controlled operation will be prepared by Department staff for the Department and for the Indian education authority.
- Except in exceptional circumstances the transfer should occur at the end of an academic year.
- Standards will be ensured to permit student mobility between education systems.

CURRENT STATUS AND THE CRITICAL FACTORS IDENTIFIED

Since 1973 Indian control of education has become a reality in a number of Indian communities in each region. It has encompassed band-controlled, federal and provincial schools. It is also a reality that, for the majority of communities, control of education is still in the future. The transfers that have taken place have provided experiences and knowledge which will facilitate the further development of the devolution process.

The experience with the development of local control has identified certain factors which are critical to successful devolution.

To highlight their importance they are once more listed here.

1. An informed and involved community membership.
2. An effective management system.
3. A pre-takeover analysis of the total community education program.
4. Planning and goal setting for the devolution process and the future education operation.

5. Training for the policy group, administrative group and professional staff.
6. A formal agreement between the Department and Band which clearly delineates Departmental and Band responsibilities for the operation of the education program under local control.

## FINANCIAL IMPLICATIONS

As outlined in the body of this paper, the financial implications of implementing the proposed guiding principles would be in the areas of facilities and the design, delivery, administration and evaluation of education programs.

### Facilities

Cost estimates and timeframes associated with the upgrading of substandard facilities and the elimination of backlog are unavailable at the present. Consequently, only a very broad estimate of between \$100 and \$200 million could be given at this time.

The Department has invested \$104 million between January 1949 and June 1981 for accommodation in joint schools. The current replacement cost of constructing on-reserve facilities equivalent to existing joint school accommodation is estimated at \$500 million.

### Education Programs

The estimated costs of achieving funding equality with the provinces and of providing for the special characteristics of Indian education are based on the following assumptions:

1. A per unit amount equal to 10% of provincial tuition unit costs is estimated as being required to cover those cost elements related to the special characteristics of Indian education.
2. As mentioned in the Program Statistics section of this paper, education program expenditures do not include the costs of Corporate personnel, engineering and architecture services provided to federal schools and to a lesser extent to band-operated schools. Thus, student unit costs related to federal and band-operated schools do not reflect full costs as in the case of provincial schools. However, these Corporate costs are expected to remain fixed irrespective of which schools are being attended and thus are ignored in our calculations.

Based on these assumptions, the estimated annual incremental expenditures of \$36 million have been calculated as follows:

Cost increment to achieve funding parity with provinces

Projected student unit costs for 81/82 are as follows:

Provincial schools	\$3,675
Band-operated schools	\$3,360
Federal schools	\$3,215

Thus, incremental unit costs would be:

Band-operated	\$ 315
Federal	\$ 460

Student population units in each of the school categories are:

Provincial	39,490
Band-operated	10,860
Federal	22,930
	<u>73,280</u>

Total incremental costs:

Band-operated	\$ 3.5 million
Federal	10.5
	<u>\$ 14.0 million</u>

Cost increment to provide for the special characteristics of Indian education

The average tuition element of the provincial unit costs is \$3,020. Thus, total incremental funds would amount to:

$$\$302 \times 73,280 = \$22 \text{ million}$$

Note: These incremental funds will not necessarily be utilized in the same proportion as they were calculated. In other words it is likely that more than a proportionate share of funds will be channelled towards band-operated schools. As previously mentioned, specific allocations of these funds will be the subject of studies in the second phase of this review.











